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REPORT
of the
WAR TRADE BOARD



WASHINGTON
GOVERNMENT PRINTING OFFICE
1920

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LETTER OF TRANSMITTAL.

WAR TRADE BOARD,
Washington, June 30, 1919.

MY DEAR MR. PRESIDENT: There is transmitted herewith the Report of the War Trade Board. The report describes the administration and effect of war-trade control from June 15, 1917, to June 30, 1919. It shows the origin and development of the War Trade Board, its functions, its policies, and their results, and its organization.

The report is divided into six parts, including the appendix.

Part I. The establishment of the War Trade Board and
delegation of powers to it.

Part II. The war-trade policy of the United States and
the functions of the War Trade Board.

Part III. The execution of these functions.

Part IV. The relaxation of war-time control over trade.

Part V. The organization of the War Trade Board.

Part VI. Appendix.

Respectfully,

VANCE C. McCORMICK,
Chairman, War Trade Board.

To the PRESIDENT,
The White House,
Washington, D. C.

THE WAR TRADE BOARD.

VANCE C. McCORMICK---Chairman, and representative of the Secretary of State.

THOMAS L. CHADBOURNE---Counselor, and representative of the Secretary of State.

ALBERT STRAUSS-----Representative of the Secretary of the Treasury.

GEORGE O. MAY-----Representative of the Secretary of the Treasury.

ALONZO E. TAYLOR-----Representative of the Secretary of Agriculture.

THOMAS D. JONES-----Representative of the Secretary of Commerce. (Resigned Jan. 1, 1918.)

CLARENCE M. WOOLLEY---Representative of the Secretary of Commerce and of the War Industries Board.

FRANK C. MUNSON-----Representative of the United States Shipping Board. (Resigned Aug. 31, 1918.)

EDWIN F. GAY-----Representative of the United States Shipping Board.

BEAVER WHITE-----Representative of the Food Administrator.

GEORGE H. WARRINGTON---Representative of the Food Administrator.

C. ARTHUR RICHARDS---Representative of the Food Administrator.

LAWRENCE BENNETT-----Secretary.

JOHN FOSTER DULLES---Assistant to the Chairman.

ST. JOHN PERRET-----Special assistant to the Board.

S. B. CONGER-----Foreign adviser. (Resigned Nov. 25, 1918.)

HERBERT N. STRAUS-----Controller. (Resigned Oct. 18, 1918.)

BUREAUS OF THE BOARD AND THEIR DIRECTORS.

Exports-----	C. A. Richards (Oct. 15, 1917-Feb. 13, 1918, and Oct. 18, 1918-Apr. 29, 1919). H. B. Van Sinderen (Feb. 13, 1918-Sept. 20, 1918). V. H. McCutcheon (acting, Sept. 20, 1918-Oct. 18, 1918). J. B. Miller (Apr. 29, 1919-June 30, 1919).
Imports-----	Fred B. Peterson (Nov. 22, 1917-Apr. 3, 1919). Miller Hamilton (Apr. 3, 1919-June 30, 1919). P. Chauncey Anderson, counsel to Bureau of Imports (Nov. 22, 1917-Dec. 13, 1918).
Enemy Trade-----	Goldthwaite Dorr (acting, Oct. 15, 1917-Dec. 4, 1917). John Henry Hammond (Dec. 4, 1917-Feb. 15, 1918). Charles A. Huston (Feb. 15, 1918-Apr. 3, 1918). Paul Bakewell, jr. (acting, Mar. 6, 1918-Apr. 12, 1918). Paul Fuller, jr. (acting Apr. 12, 1918-June 14, 1918). C. H. Hand, jr. (June 14, 1918-Sept. 23, 1918). John N. Enright (Oct. 15, 1918-Dec. 15, 1918). Richard Ely (acting, Dec. 15, 1918-Apr. 17, 1919). H. P. Fairbanks (Apr. 17, 1919-June 30, 1919).
Transportation-----	L. L. Richards (Oct. 15, 1917-May 15, 1919). C. Earl Brown (May 16, 1919-June 30, 1919).
Research-----	Alyn A. Young (Oct. 15, 1917-Dec. 22, 1917). W. M. Adriance (Dec. 22, 1917-May 25, 1918). A. E. Swanson (June 24, 1918-Dec. 31, 1918). Karl DeLaittre (Jan. 1, 1919-June 30, 1919).
War Trade Intelligence ¹ -----	Paul Fuller, jr. (Oct. 15, 1917-Dec. 15, 1918). Richard Ely (Dec. 15, 1918-Apr. 17, 1919). Raynor M. Gardiner (Apr. 18, 1919-May 8, 1919).
Foreign Agents-----	Charles Denby (Nov. 2, 1917-Mar. 18, 1918). Gustavus Kirby (acting, Mar. 18, 1918-Sept. 5, 1918). Chester Lloyd Jones (Sept. 5, 1918-Jan. 17, 1919). John R. Stewart (Jan. 17, 1919-June 30, 1919).
Administration-----	Harry A. Engman (Oct. 15, 1917-Mar. 1, 1918). S. D. Maddock (acting, Mar. 1, 1918-Apr. 30, 1918; Apr. 30, 1918-Feb. 15, 1919). E. W. Gans (Feb. 15, 1919-June 30, 1919).
Branches and Customs-----	Alexander H. Bullock (acting, Feb. 12, 1918-May 28, 1918; May 28, 1918-Mar. 12, 1919). P. E. Marean (Mar. 12, 1919-June 30, 1919).
Tabulation and Statistics, ² -----	Lowell J. Reed (Oct. 16, 1917-Oct. 8, 1918). W. C. Sims (acting, Oct. 8, 1918-Nov. 12, 1918).
Division of Information-----	Louis E. Van Norman (Jan. 14, 1918-Jan. 27, 1919). Paul Moore (Jan. 27, 1919-June 30, 1919).
Contraband Committee-----	C. A. Richards, Chairman. P. Chauncey Anderson. W. Kingsland Macy. E. K. Morse. Richard A. Strong. James Warren McCrosky. W. P. Hardenbergh, jr., secretary.

¹ The Bureau of War Trade Intelligence was merged into the Bureau of Enemy Trade on May 8, 1919.

² The Bureau of Tabulation and Statistics was merged in the Bureau of Research on Nov. 12, 1918.

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PART I.

ESTABLISHMENT OF THE WAR TRADE BOARD AND DELEGATION OF POWERS TO IT. .

ESTABLISHMENT OF THE WAR TRADE BOARD AND DELEGATION OF POWERS TO IT.

The War Trade Board was created by Executive order of the President on October 12, 1917, to control the foreign commerce of the United States during the war. The documentary history of its establishment and of the derivation of its powers covers several steps as follows:

1. THE ESPIONAGE ACT, JUNE 15, 1917.

Complete power to control exports was vested in the President by Title VII of this act, section 1 of which reads:

Whenever during the present war the President shall find that the public safety shall so require, and shall make proclamation thereof, it shall be unlawful to export from or ship from or take out of the United States to any country named in such proclamation any article or articles mentioned in such proclamation, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe until otherwise ordered by the President or by Congress: * * *

2. EXECUTIVE ORDER OF JUNE 22, 1917.

By virtue of the authority granted to him by the espionage act, the President, on June 22, 1917, vested the administration of export control in the Secretary of Commerce and established an Exports Council to formulate the policies under which this control should be administered. In this order the President directed:

I hereby vest in the Secretary of Commerce the executive administration of all instructions issued by the President under said Title VII and of the proclamation thereunder, and the said Secretary is hereby authorized and directed to take such measures as may be necessary to administer and execute the same and to grant or refuse export licenses thereunder, in accordance with those instructions.

I hereby establish an Exports Council, to be composed of the Secretary of State, the Secretary of Agriculture, the Secretary of Commerce, and the Food Administrator, and I hereby authorize and direct the said Exports Council, thus constituted, to formulate, for the consideration and approval of the President, policies and make recommendations necessary to carry out the purposes of this act.

In pursuance of these instructions, the Secretary of Commerce organized in the Bureau of Foreign and Domestic Commerce a Division of Export Licenses.

3. PROCLAMATION OF JULY 9, 1917.

The first effective export control authorized under the espionage act was formally established on this date by the enumeration of a small list of important commodities, mainly fuel and fuel oils, food-stuffs, iron and steel, fertilizers, and arms, ammunition, and explosives, the export of which was prohibited except under license. With

the publication of this proclamation the President issued the following statement:

In controlling by license the export of certain indispensable commodities from the United States, the Government has first and chiefly in view the amelioration of the food conditions which have arisen or are likely to arise in our own country before new crops are harvested. Not only is the conservation of our prime food and fodder supplies a matter which vitally concerns our own people, but the retention of an adequate supply of raw materials is essential to our program of military and naval construction and the continuance of our necessary domestic activities. We shall, therefore, similarly safeguard all our fundamental supplies.

It is obviously the duty of the United States in liberating any surplus products over and above our own domestic needs to consider first the necessities of all the nations engaged in war against the Central Empires. As to neutral nations, however, we also recognize our duty. The Government does not wish to hamper them. On the contrary, it wishes and intends by all fair and equitable means to cooperate with them in their difficult task of adding from our available surpluses to their own domestic supply and of meeting their pressing necessities or deficits. In considering the deficits of food supplies, the Government means only to fulfill its obvious obligation to assure itself that neutrals are husbanding their own resources and that our supplies will not become available, either directly or indirectly, to feed the enemy.

4. EXECUTIVE ORDER OF AUGUST 21, 1917.

By this order the President established the Exports Administrative Board, and transferred to it the powers theretofore vested in the Secretary of Commerce by the Executive order of June 22, 1917. At the same time an Exports Council was created, but its functions differed from those of the previous body of the same name, in that it was to act only in an advisory capacity, while the first council "formulated" policies. The text of this order outlining the personnel and duties of these two bodies is as follows:

I hereby establish an Exports Administrative Board to be composed of a representative, respectively, of the Secretary of State, the Secretary of Agriculture, the Secretary of Commerce, the Food Administrator, and the United States Shipping Board, and I hereby vest in the said Administrative Board the executive administration of all instructions issued by the President under said Title VII and of the proclamations thereunder, and the said Administrative Board is hereby authorized and directed to take such measures as may be necessary to administer and execute the same and to grant or refuse export licenses thereunder, in accordance with these instructions.

I hereby establish an Exports Council, to be composed of the Secretary of State, the Secretary of Agriculture, the Secretary of Commerce, the Food Administrator, and the Chairman of the Shipping Board, and I hereby authorize and direct the said Exports Council, thus constituted, to act in an advisory capacity upon such matters under this act as may be referred to them by the President or the Administrative Board.

This order shall supersede the Executive order of June 22, 1917, and become effective August 27, 1917.

5. PROCLAMATION. OF AUGUST 27, 1917.

Upon the recommendation of the Exports Council, thus constituted, that the list of commodities subject to license control be extended, the President issued a second proclamation on August 27, prohibiting practically all exports to enemy territory and to the European neutrals except under license, and considerably extending the list of July 9 for other countries. Concurrently with the publica-

tion of this proclamation the President issued the following statement:

The purpose and effect of this proclamation is not export prohibition but merely export control. It is not the intention to interfere unnecessarily with our foreign trade; but our own domestic needs must be adequately safeguarded, and there is the added duty of meeting the necessities of all the nations at war with the Imperial German Government. After those needs are met it is our wish and intention to minister to the needs of the neutral nations as far as our resources permit. This task will be discharged without other than the very proper qualification that the liberation of our surplus products shall not be made the occasion of benefit to the enemy, either directly or indirectly.

The two lists have been prepared in the interests of facility and expediency. The first list, applicable to the enemy and his allies and to the neutral countries of Europe, brings under control practically all articles of commerce, while the second list, applicable to all the other countries of the world, makes only a few additions to the list of commodities controlled by the proclamation of July 9, 1917. It is obvious that a closer supervision and control of exports is necessary with respect to those European neutrals within the sphere of hostilities than is required for those countries farther removed.

The establishment of those distinctions will simplify the administrative processes and enable us to continue our policy of minimizing the interruption of trade. * * *

6. THE TRADING WITH THE ENEMY ACT, OCTOBER 6, 1917.

This statute added to the existing control over exports two others—control of imports and of enemy trade. Important portions of this law follow:

SEC. 3. That it shall be unlawful—

(a) For any person in the United States, except with license of the President, granted to such person, or to the enemy, or ally of enemy, as provided in this act, to trade or attempt to trade, either directly or indirectly, with, to, or from, or for, or on account of, or on behalf of, or for the benefit of, any other person, with knowledge or reasonable cause to believe that such other person is an enemy or ally of enemy, or is conducting or taking part in such trade, directly or indirectly, for, or on account of, or on behalf of, or for the benefit of, an enemy or ally of enemy. * * *

SEC. 4.—

(b) That, during the present war, no enemy or ally of enemy, and no partnership of which he is a member or was a member at the beginning of the war, shall for any purpose assume or use any name other than that by which such enemy or partnership was ordinarily known at the beginning of the war, except under license from the President. * * *

SEC. 5.—

(a) That the President, if he shall find it compatible with the safety of the United States and with the successful prosecution of the war, may, by proclamation, suspend the provisions of this act so far as they apply to an ally of enemy, and he may revoke or renew such suspension from time to time; and the President may grant licenses, special or general, temporary or otherwise, and for such period of time and containing such provisions and conditions as he shall prescribe to any person or class of persons to do business as provided in subsection (a) of section 4 hereof, and to perform any act made unlawful without such license in section 3 hereof, and to file and prosecute applications under subsection (b) of section 10 hereof, and he may revoke or renew such licenses from time to time if he shall be of opinion that such grant or revocation or renewal shall be compatible with the safety of the United States and with the successful prosecution of the war; and he may make such rules and regulations, not inconsistent with law, as may be necessary and proper to carry out the provisions of this act; and the President may exercise any power or authority conferred by this act through such officer or officers as he shall direct.

SEC. 11.—

Whenever during the present war the President shall find that the public safety so requires and shall make proclamation thereof, it shall be unlawful to

import into the United States from any country named in such proclamation any article or articles mentioned in such proclamation except at such time or times, and under such regulations or orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress. * * *

7. EXECUTIVE ORDER OF OCTOBER 12, 1917.

With the passage of the trading with the enemy act and the establishment of control over imports and enemy trade, further administrative machinery was necessary. The Executive order of October 12, 1917, replaced the Exports Administrative Board with the War Trade Board and imposed upon the latter the duty of administering control over exports, imports, and enemy trade. The counterpart of the former Exports Council now became known as the War Trade Council and its personnel was increased by the addition of the Secretary of the Treasury. Sections I to VIII of this order outline the personnel and powers of the War Trade Board:

I. I hereby establish a War Trade Board to be composed of representatives, respectively, of the Secretary of State, of the Secretary of the Treasury, of the Secretary of Agriculture, of the Secretary of Commerce, of the Food Administrator, and the United States Shipping Board.

II. I hereby vest in said Board the power and authority to issue licenses under such terms and conditions as are not inconsistent with law, or to withhold or refuse licenses, for the exportation of all articles, except coin, bullion, or currency, the exportation or taking of which out of the United States may be restricted by proclamations heretofore or hereafter issued by me under said Title VII of the espionage act.

III. I further hereby vest in said War Trade Board the power and authority to issue, upon such terms and conditions as are not inconsistent with law, or to withhold or refuse, licenses for the importation of all articles the importation of which may be restricted by any proclamation hereafter issued by me under section 11 of the trading with the enemy act.

IV. I further hereby vest in said War Trade Board the power and authority not vested in other officers by subsequent provisions of this order, to issue, under such terms and conditions as are not inconsistent with law, or to withhold or refuse, licenses to trade either directly or indirectly with, to, or from, or for, or on account of, or on behalf of, or for the benefit of, any other person, with knowledge or reasonable cause to believe that such other person is an enemy or an ally of enemy, or is conducting or taking part in such trade directly or indirectly for, or on account of, or on behalf of, or for the benefit of, an enemy or ally of enemy.

V. I further hereby vest in said War Trade Board the power and authority, under such terms and conditions as are not inconsistent with law, to issue to every enemy or ally of enemy, other than enemy or ally of enemy insurance or re-insurance companies, doing business within the United States through an agency or branch office or otherwise, applying therefor within thirty days of October 6, 1917, licenses temporary or otherwise to continue to do business, or said Board may withhold or refuse same.

VI. And I further hereby vest in said War Trade Board the executive administration of the provisions of section 4 (b) of the trading with the enemy act relative to granting licenses to enemies and enemy allies to assume or use other names than those by which they were known at the beginning of the war. And I hereby authorize said Board to issue licenses not inconsistent with the provisions of law or to withhold or refuse licenses to any enemy, or ally of enemy, or partnership of which an enemy or ally of enemy is a member or was a member at the beginning of the war, to assume or use any name other than that by which such enemy or ally of enemy or partnership was ordinarily known at the beginning of the war.

VII. I hereby revoke the Executive order of August 21, 1917, creating the Exports Administrative Board. All proclamations, rules, regulations, and instructions made or given by me under Title VII of the espionage act and now being administered by the Exports Administrative Board are hereby continued.

confirmed, and made applicable to the War Trade Board and all employees of the Exports Administrative Board are hereby transferred to and constituted employees of the War Trade Board in the same capacities, and said War Trade Board is hereby authorized to exercise without interruption the powers heretofore exercised by said Exports Administrative Board.

VIII. The said War Trade Board is hereby authorized and empowered to take all such measures as may be necessary or expedient to administer the powers hereby conferred. And I hereby vest in the War Trade Board the power conferred upon the President by section 5 (a) to make such rules and regulations, not inconsistent with law, as may be necessary and proper for the exercise of the powers conferred upon said Board.

8. PROCLAMATION OF NOVEMBER 28, 1917.

The extensive powers given to the War Trade Board were made further effective by two proclamations of the President on November 28, 1917. One extended the list of commodities subject to export control for the purpose, as explained by the President, of devoting the entire resources of the country to the most vigorous prosecution of the war. "Our foreign trade in these commodities," he said, "will be affected only to the extent that control of their exportation is demanded by the duty of providing for our domestic needs and the needs of the nations at war with the Imperial German Government." The second proclamation enumerated a list of commodities, the *importation* of which was prohibited except under license. The purposes of this control and the problems that were to be met are well explained in a statement issued at this time by the War Trade Board:

Section 11 of the trading with the enemy act conferred upon the President a like power to control imports into the United States. Such control of imports was made effective by the Allied Governments many months ago, the necessity therefor having become obvious if the resources of each were to be most effectively utilized for national and international demands. With the organization of the Bureau of Imports of the War Trade Board the requisite machinery has been supplied for increasing the importation of certain indispensable commodities produced abroad. The supply now coming forward to this country is limited by reason of export embargoes imposed by foreign powers controlling the territory in which such materials originate. Such action was made necessary because of interference with normal production, as well as the extraordinary consumption occasioned by the war. Among notable examples of such materials may be mentioned tin, wool, rubber, ferromanganese, leather, flax, and jute.

Prior to the enactment of this statute there was no governmental agency especially designated to deal with the proper officials of other Governments in order to procure the release of commodities required by the United States and which had been embargoed by other Governments. The governmental supervision of imports makes possible a more effective scheme of reciprocity and brings about a closer unity of the countries associated together in the war. Heretofore, in the absence of a responsible agency with which to deal, the Allied Governments were not in a position to know that all products exported by them to the United States would be utilized in a manner most conducive to the success of the great common enterprise. With the extension of scope in the operations of the War Trade Board there is at hand a dependable medium through which the Allies will be enabled more effectively to express their willingness to reciprocate, by making liberal shipments of commodities much needed by this country in exchange for the vast quantities of vital supplies which are going forward to them in an unending stream.

The various trades dealing in the embargoed commodities have been or are being so organized that the total requirements of each industry can be accurately surveyed, the nonessential uses of any material eliminated, and a system of control provided which will insure the equitable distribution of the imported commodity and its consumption in the most essential products. At

present all of these materials are permitted by foreign Governments to come into this country only under guaranties that they will not be reexported except under specified restrictions; that they will not be used in trading directly or indirectly with the enemy; and that no purchase of any such material has been made as a speculation. At present these guaranties are given to the consul or other representative of the Allied Governments in this country, but this method of handling imports has resulted in some dissatisfaction on the part of American business men affected thereby.

Under the authority conferred upon the President by the "trading with the enemy act" the issuance of a proclamation requiring a license for the importation of these various articles puts into effect a plan whereby the giving of guaranties by individual parties to a foreign Government is obviated, and American individuals or firms will henceforth deal directly with their own Government in connection with their importations.

By virtue of this cooperation, supervision, and control on the part of the United States Government it is believed there will be forthcoming larger quantities of these various commodities so essential for our successful participation in the war, as the allied powers are anxious to work in harmony with us to secure the most advantageous distribution of the world's supply of indispensable materials, desiring only the assurance of this Government that the distribution thereof will be equitable, thereby insuring the maximum of united effectiveness against the common enemy.

The placing under control of the food products and raw materials listed in the President's proclamation in regard to imports will enable a proper distribution of these commodities and, where necessary, insure an equitable price, and thus serve to protect the consumer.

The United States Food Administration is laying down certain regulations governing these commodities, and the War Trade Board will cooperate with the Food Administration in granting import licenses freely to importers who conform to such regulations.

The War Trade Board, conscious of the responsibility they assume in assisting to accelerate and facilitate the Nation's business, are approaching this tremendous task in a spirit of the broadest cooperation and accommodation, the desire being to obviate obstructions and vexatious delays to the fullest possible extent. There is little doubt that all lines of business affected will cheerfully recognize the advantages of this centralized supervision, understanding that without it the economic situation and the effective conduct of the war would be seriously prejudiced; and will cooperate with the War Trade Board to attain the most equitable and, from a national point of view, the most advantageous distribution and utilization of all imported commodities.

9. PROCLAMATIONS OF FEBRUARY 14, 1918.

The final delegation of the powers over foreign trade conferred upon the President by the acts of June 15 and October 6, 1917, occurred in two proclamations on the above date, in which, respectively, all merchandise imports and exports from or to any country whatsoever were subjected to license control. The War Trade Board in a statement at this time explained that—

The military situation and the tonnage situation have made increasingly apparent the necessity of instituting a complete and thoroughgoing control of all our exports and imports.

The transportation of our armies to France and the maintenance of a continued flow of the supplies and munitions needed to maintain them in fighting trim require the use of every ton of shipping which can possibly be devoted to these purposes. This demand must be met, and if it becomes necessary to curtail our exports or imports, these are measures which are forced upon us by the critical tonnage situation and the necessity of availing ourselves of every possible means of maintaining our armies in France. The limitation of exports is necessary also to conserve the products of this country for the use of our own people and the peoples of the nations associated with us in the war; we must dispose of this surplus in such a way as to aid as far as possible those countries to the south which have always depended upon us; we must also dispose of our surplus in such a way that Germany and her allies will derive no benefit

therefrom; and we must secure for ourselves in return shipping and supplies urgently needed.

The promulgation of these two proclamations does not mean an embargo on exports or a prohibition of imports, but places in the hands of the President the power to regulate, which he will exercise through the War Trade Board and the Treasury Department. This power will be exercised with the single purpose of winning the war, and every effort will be made to avoid unnecessary interference with our foreign trade and to impose upon our exporters and importers no restrictions except those involved in the accomplishment of definite and necessary objects.

PART II.

THE WAR TRADE POLICY OF THE UNITED STATES AND THE
FUNCTIONS OF THE WAR TRADE BOARD.

THE SITUATION WHEN THE UNITED STATES ENTERED THE WAR.

When the United States declared war on Germany on April 6, 1917, it became necessary to regulate and direct foreign trade for the most vigorous and effective prosecution of the war. The statements by the President and by the War Trade Board, quoted heretofore, indicate the general lines of policy that were soon laid down. It was necessary adequately to safeguard domestic supplies and to meet the needs of other nations at war with Germany; thereafter, in so far as the resources of this country permitted, the Government wished to satisfy the essential domestic needs of neutral countries, subject to the single qualification that the surplus commodities of America should not benefit the enemy. The movement of commodities overseas in any case had to be limited by the need for transporting an army to France and for maintaining a continuous flow of supplies and munitions for its use.

Allied Control of War Trade.

Supplies to the enemy.—The entry of the United States into the war did not signalize the beginning of the control of overseas commerce; it only added another factor, though a very important one, to existing methods of throttling the German military machine by depriving it of essential supplies and credits from foreign countries. The nations at war with the Central Powers had established a blockade of the enemy which included a surveillance of imports into the border neutrals. In the fixing of "rations" to these neutrals the Allied Governments had been guided by three principles:

1. To satisfy the home needs of the neutral countries.
2. To maintain exports of essentials from the neutrals to the Allies.
3. To prevent all exports from the neutrals to the enemy.

The Allied Governments had controlled exports from the United States to the border neutrals by granting letters of assurance to American shippers who entered into agreements with them. These letters of assurance were issued by the allied authorities whenever it appeared to them that the shipments were not intended for the use of the enemy, the right being maintained to withhold such letters and to prevent the passage through the naval blockade of any shipments which appeared likely to come into the hands of the enemy and therefore to come within the category of contraband. The figures of United States exports to the northern neutrals and to the Central Powers show, however, a greatly increased exportation to these neutrals during the years 1915 and 1916 as compared with prewar years, and a virtual cessation of exports to the Central Powers. While various factors enter into the explanation of the increased

imports by the neutrals, it is fair to assume, in view of the magnitude of these increases, that many of these commodities eventually found their way into Germany. The pertinent figures of United States exports are given herewith (see also Chart I, page 31) :

United States exports, 1912-1918 (in millions of dollars).

Year.	To Norway, Sweden, Denmark, and Hol- land.	To Ger- many and Austria- Hungary.	Year.	To Norway, Sweden, Denmark, and Hol- land.	To Ger- many and Austria- Hungary.
1912.....	144.1	351.1	1916.....	279.7	1.1
1913.....	162.1	370.6	1917.....	170.2	
1914.....	187.6	169.2	1918.....	70.4	
1915.....	330.1	11.8			

The blockade being insufficient of itself to keep supplies out of Germany, the Allied Governments had been led to the negotiation of diplomatic agreements with these neutrals for the curtailment of such exports. The success of such agreements was conditioned upon the economic dependence of the neutrals upon allied nations, or upon the ability of the Allies to control imports to them from the more remote neutrals, particularly the United States. Agreements were entered into between the Allies and several of these border neutrals and an extensive machinery was organized for carrying out their purposes. Consignments were controlled by the Netherlands Overseas Trust (N. O. T.), the Société Suisse de Surveillance Economique, the Danish Merchants' Guild, and by various Swedish and Norwegian associations. In some cases agreements were made directly with the neutral governments.

The control of exports from the United States was effected through the system of "letters of assurance" issued by the British Embassy in case of shipments to Norway, Sweden, Holland, Greece, Denmark, Iceland, and the Faroe Islands. Agreements had been made with hundreds of our firms to abide by the allied conditions of blockade and contraband, and the letters of assurance represented a notice that there was no objection to the shipment of these commodities through the British naval patrols.

The defects of this plan of controlling neutral commerce in order to keep supplies from reaching the Central Powers were two: The extent of the economic dependence of the neutrals upon Germany and the difficulty of controlling the commerce of the United States and of South American neutrals. The neutrals depended on Germany for many of the essentials of industrial prosperity, and the complete curtailment of these imports might have had a serious effect upon neutral sympathies or on the stability of political conditions in the neutral countries. The second defect lay in the limited right of a belligerent, under international law, to control commerce between one neutral and another. Germany and Austria-Hungary had made extensive use of economic pressure to obtain essential supplies from Switzerland, Holland, Denmark, Sweden, and Norway. An agreement with Switzerland was concluded in September, 1916, in which Germany undertook to supply Switzerland with coal, iron and steel, dyes, potatoes, drugs, sugar, potash, and other materials in return for

cattle, dairy products, fruit, etc. The German-Swiss agreement was renewed in May, 1917, and again in September of the same year. Agreements of Germany with Holland called for Dutch meats and dairy products in return for salt, coal, wood, and cement, iron and steel, machinery, drugs, dyes, and potash. Swedish needs for coal largely furnished the basis of demands for the export of iron ore and wood pulp, two important necessities of Germany. Agreements also existed between Germany and Denmark and with Norway.

Bunker control.—The original purposes of British bunker control were to make the blockade effective by requiring neutral ships to call at British ports for examination and to prevent the carrying of supplies to commerce raiders. These purposes, however, were soon surpassed in importance by the critical tonnage situation, and bunker supplies were used in bargaining for the prevention of uneconomical use of tonnage and the requirement of a reasonable amount of service for the Allies.

Enemy trade—the allied black lists.—The Allies had realized the belligerent value of prohibiting dealings with the enemy and had, by means of statutory or confidential black lists, attempted to prevent all commercial or financial dealings with persons of enemy association or nationality with the view of reducing the flow of money and credits to the Central Powers and preventing the building up in foreign countries of large credits for propaganda or large stocks of raw materials for after-the-war trade.

THE WAR TRADE POLICY OF THE UNITED STATES.

The basis of the policy by which this Government undertook to control war trade in order to defeat the Central Powers was as follows:

(1) Conservation of domestic supplies for use of the United States and of the allied nations.

(2) Prevention of trade, directly or indirectly, by persons in the United States with, for the benefit of, or on behalf of the enemy or its agents.

(3) Conservation of tonnage for the transportation of military necessities for the United States and the Allies.

In other words, the sovereign right of the Government to control exports was to be exercised first in the interest of maintaining an adequate supply of essential materials for itself and its allies; and any surplus after the satisfaction of these requirements was to be made available for domestic consumption in neutral countries, with due safeguards against their being used for the benefit of the enemy. The United States was prepared to limit trading of her citizens with persons of enemy nationality or association in neutral countries in so far as such transactions amounted to trading with, for the benefit of, or on behalf of Germany. Furthermore, the Government was prepared to exercise control over bunker fuel and ship stores to the extent demanded by the necessity of transporting an army to France and furnishing it and the Allies with supplies and munitions.

FUNCTIONS OF THE WAR TRADE BOARD.

Pursuant to the general policy thus established by the Government of the United States and made effective under powers granted by laws

of Congress and delegated by the President, the War Trade Board directed its efforts to the attainment of four great purposes:

- (1) Commercial isolation of the enemy:
By control over United States exports to the border neutral countries in accordance with the general policy established.
- (2) Financial isolation of the enemy:
By control of enemy stocks in the United States and of enemy credit established through trading with United States citizens.
- (3) Obtaining essential supplies:
By conservation of domestic supplies through export restrictions and by obtaining essential imports from the Allies and from neutrals.
- (4) Conservation of ocean tonnage:
By acquisition of shipping bunker control, import restrictions, and by priority in export shipments.

Other uses were found for the administrative organization of the Board and it entered in many ways into the development of our greater war program, but these are the essential and important fields in which the work of the Board contributed to the defeat of the enemy. They will be considered in detail.

PART III.

THE EXECUTION OF THE FUNCTIONS OF THE WAR TRADE BOARD.

I. THE COMMERCIAL ISOLATION OF THE ENEMY.

THE CONTROL OF EXPORTS BY LICENSE.

Blockade of the Border Neutrals.

The embargo on exports to neutrals.—The experience of the Allies before the entry of the United States into the war had shown that the chief points of foreign contact for the Central Powers were the northern neutral countries and Switzerland. From them the enemy was receiving large quantities of their domestic produce and they were acting as the medium for the importation into Germany of supplies from more remote parts of the world. England's policy of blockade had been directed at the reduction of imports into the northern neutrals and similarly France had exercised control over Swiss imports. Following the formulation of a policy with respect to war trade, which was in substance the use of home products first to supply ourselves and the allied nations and then to satisfy the domestic needs of neutrals, subject only to the reservation that they should not be used to benefit the enemy, the plan of controlling exports by license and their restriction in accordance with the above policy was begun. As mentioned heretofore, the espionage act of June 15, 1917, gave the President power to control export, and on July 9 following he placed a small group of important commodities under license control. This group included mainly foodstuffs, fuels, iron and steel, fertilizers, and munitions of war. The list was extended on August 27. The importance of exportation to the European neutrals was recognized in the latter proclamation which classed exports to enemy territories and to these European neutrals separately from all others.

The note to the northern neutrals.—The announcement of the policy of the United States with respect to exports to these neutrals occurred prior to the proclamation of August 27, when on July 24, 1917, the Exports Council presented to the representatives of Holland, Sweden, Denmark, and Norway an identical note outlining the aid which this Government was in a position to offer in furnishing them with foodstuffs and other commodities. The note called attention to the world shortage of foodstuffs and materials consequent upon destruction by war, the shortage of man power, and poor harvests; explained the obligation of the United States to furnish supplies and provisions to the Allies; and expressed the deep interest of the United States in increasing its production and reducing its consumption in order further to augment its exportable surplus. The United States stood ready, the note declared, to put forth greater effort to increase the well-being of neutral nations in whose behalf she had entered the world war, but felt that it was only fair to ask in return services of equal value in promoting the well-being of the

people of the United States. It therefore suggested to the several Governments—

- (1) A thoroughgoing conservation program, including increase in production, decrease in excess consumption, and the elimination of waste.
- (2) Determination of minimum deficiency in food values on the basis of carbohydrates, fats, and proteins.
- (3) A return in equivalent service for imports from the United States.
- (4) A guaranty that American foodstuffs or other materials would not directly or indirectly reach Germany through the neutral countries. (Conversion to the enemy's use lay not alone, it said, in direct transmission of the original American commodities, but also in conversion into other commodities exported to Germany or used in manufacture of such commodities or substitution directly or indirectly for products of the neutral countries which might be released for exportation to Germany.)
- (5) The necessity, in view of the large depletion of the food resources of the United States, from the 1916 harvest, of instant reduction in the export of supplies to the barest minimum necessitated by the situation of existing stocks in the neutral countries.

The note closed with a warning that, pending a mutual agreement on the above basis, any exports of food supplies of any nature from any of these countries to Germany would reduce the amount of foodstuffs which would be supplied them by the United States.

Thus began the policy of embargo on all exports to the northern neutrals, a policy that continued until, in cooperation with the Allies and these neutral countries, a coordinated system had been worked out that furnished these neutrals with necessary supplies and yet protected vital interests of the United States.

It is of interest to note in this connection the emphasis placed upon the three methods of controlling neutral trade and the change in emphasis brought about by the entry of the United States into the war. The Allies had exercised their control—

- (1) By belligerent right:

They held that their belligerent rights included the right to stop on the high seas products which could be manufactured in neutral countries into goods useful to and destined for the enemy. Great Britain had built up an extensive machinery in the United States for controlling exports to these countries by means of agreements with exporters, letters of assurance covering acceptable exports, and visit and search of ships at Halifax; and yet statistics show that from 1914 to 1917 the United States sent abnormal quantities of goods to these countries.

- (2) By agreement:

Agreements with neutral countries or with the importers therein had succeeded in preventing many imports which would release similar native products for export to the enemy.

(3) By sovereign right:

The sovereign right of any country to control its own products was sufficient to meet the situation as respects the trade of that country with the neutrals in question. But this method was of limited efficacy prior to the entry of the United States into the war because the United States was the principal source of supply for the neutrals. With our declaration of war this situation was transformed, and our establishment of a complete embargo pending agreements and guaranty, reinforced by existing allied embargoes, brought about a commercial isolation of the enemy that undoubtedly did much to bring about the final successful issue of the war.

The machinery of the blockade.—The control established by the cooperation of the United States and the European Allies for exports to the northern neutrals was vested in three types of agencies—an export control organization in each allied country (for example, the War Trade Board in the United States), a central interallied organization in London for the purpose of coordinating the policies of the United States and the Allied Governments of Great Britain, France, and Italy, and local joint committees of allied and associated representatives in each of the several neutral countries.

The license control over United States exports has already been described. The central organization in London was based largely on the machinery in existence prior to the association of the United States with the Allies, but was now made representative of all. It was called the Allied Blockade Committee, or the A. B. C. Its membership included representatives of the United States, Great Britain, France, and Italy.¹ Its powers were supervisory and advisory and it possessed no final authority to accept or reject applications for export licenses, this authority being reserved in each instance by the export control organizations of the respective Governments, which considered the recommendations of the Allied Blockade Committee. The actual work of coordinating allied policy on border neutral imports was placed in the hands of the Contraband Committee, War Trade Intelligence Department (W. T. I. D.), and War Trade Statistical Department (W. T. S. D.). The W. T. I. D. reported on the character of the consignee; the W. T. S. D. centralized the statistical control of rations to neutrals; and the Contraband Committee considered the accumulated evidence and recorded its opinion.

The joint committees in neutral countries were called Interallied Trade Committees (I. A. T. C.). They were composed of representatives of the four associated nations and their duties were, in general, to supervise the operation of domestic control organizations, and to keep the Associated Governments advised, through the A. B. C., of the economic conditions of the countries in which they were located. Adequate domestic control associations had existed prior to this time in Holland, Norway, and Denmark; that in Sweden had been entirely unsatisfactory, and in Iceland and the Faroe Islands there had been no such agencies whatsoever.

¹ At a later date a representative of Belgium was added.

With the establishment of this organization for control the procedure for the purchase of a commodity in an allied country was as follows (illustrating by the United States):

- (1) Buyer secures an import permit from the domestic import organization.
- (2) Fact of issue reported by I. A. T. C. to A. B. C. and to War Trade Board in Washington.
- (3) Seller then applies for export license, giving import permit number.
- (4) War Trade Board passes on:
 - a. Character of consignor.
 - b. Policy of conservation, etc.
- (5) War Trade Board then refers application to A. B. C.
- (6) A. B. C. passes upon:
 - a. Rationing.
 - b. Consignee and ultimate purchaser, etc.
- (7) War Trade Board representative in London then cables recommendation of A. B. C.

The War Trade Board may overrule recommendation of A. B. C. after exchange of views. Reciprocally Great Britain adopts similar procedure, and United States representative on the A. B. C. may scrutinize British applications to export and no license is issued over his objection without exchange of views with the United States.

- (8) License issued or refused by the War Trade Board.

The development of this extensive blockade machinery took place in the interim between the announcement of the policy with reference to the northern neutrals and the negotiation of agreements whereby they gave the guaranties demanded. It became effective in the early part of 1918.

The control of exports to Switzerland was somewhat different from the northern neutrals because of the fact that all Swiss imports must pass through France, and France therefore has a peculiar interest in any commercial transaction that occurred. After the signing of the American-Swiss memorandum in December, 1917, the War Trade Board appointed a representative on the Commission Internationale de Contingents (C. I. C.) sitting in Paris. This commission thereafter contained delegates from the United States, Great Britain, France, and Italy. The procedure established for a Swiss import transaction was as follows:

- (1) Importer secures an import certificate from the Swiss import organization (Societe Suisse de Surveillance Economique, or S. S. S.).
- (2) The S. S. S. submits copies of the certificate to the United States representative on C. I. C. and cables Swiss Legation in Washington number of permit, consignor, and other details.
- (3) War Trade Board representative on C. I. C. cables recommendation of C. I. C. in the War Trade Board.
- (4) Exporter presents application for export license to Swiss Legation and it submits same to War Trade Board.
- (5) If War Trade Board wishes to reconsider recommendation of C. I. C. it cables C. I. C. and reconsideration is granted.
- (6) License issued or refused by the War Trade Board.

AGREEMENTS WITH THE BORDER NEUTRALS.

The agreements referred to, to which the War Trade Board became a party, are as follows:

Country.	Date of agreement.	Date effective.
Switzerland ¹	Dec. 5, 1917	Oct. 1, 1917, to Sept. 30, 1918.
Sweden.....	May 29, 1918	June 1, 1918, for duration of war.
Norway.....	Apr. 30, 1918	May 10, 1918, for duration of war.
Denmark.....	Sept. 18, 1918	Oct. 3, 1918, for duration of war.
Holland.....	Nov. 25, 1918	Nov. 25, 1918, for one year.

¹ A later agreement was signed Jan. 22, 1919.

The agreements with Switzerland, Norway, and Denmark were concluded by the War Trade Board alone and recognized existing agreements between these countries and the Governments associated with the United States. Those with Sweden and Holland were consummated by the major allies and adhered to by the War Trade Board.

Terms on which the Embargo was Lifted.**GUARANTIES AGAINST REEXPORTS.**

The basis on which the United States and the Allied Governments negotiated these agreements with the several neutral countries, as forecasted in the note of July 24, 1917 (see p. 16), was a guaranty by the neutrals against reexport to the Central Powers of the commodities furnished to the neutrals and promises of restriction or prohibition on the export of similar domestic products. It was made clear in each agreement that the commodities furnished the neutrals by the United States or the Allies were for domestic consumption and were based on the estimated total import needs of each country. The extent to which the agreements guaranteed such use of United States or allied exports is well illustrated in the case of Norway:

The importation into Norway of the articles described in the said annexed schedules is for consumption in Norway and the quantities thereof which shall be licensed (notwithstanding the aggregate quantities set forth in the schedules annexed) shall at all times be determined by the actual internal requirements of Norway, with due regard to the existing stocks and to the importation into Norway from countries where the license of the Board is not required of like articles, or articles capable of use as substitutes for those described in the annexed schedules.

No article imported into Norway under the provisions hereof shall be exported by Norway to other than "allied" destination, nor shall any article released by such importation be exported to other than "allied" destination.

* * * * *

No articles, including those mentioned in article 3 of this agreement, which are obtained, grown or produced, in whole or in part, by the use of any implements, machines, machinery, coal, gasoline, kerosene, oils, lubricants, or other auxiliaries or articles hereafter imported from the United States or hereafter imported from any country associated with the United States in the war, or whose importation shall be facilitated by the War Trade Board's license for bunker coal and ship's stores, or by the license or authority of any country associated with the United States in the war, shall be directly or indirectly exported from Norway to any country or ally of any country with which the United States is at war. * * *

This same guaranty was likewise given with reference to Norwegian exports to neutral countries, unless agreements were procured from such neutral countries, with proper security for the enforcement thereof, that such commodities so exported should not be directly or indirectly reexported to the Central Powers or should not release other commodities to be exported to the Central Powers.

RESTRICTIONS AND PROHIBITIONS ON DOMESTIC EXPORTS TO CENTRAL POWERS.

The important object which the United States and the Allied Governments had in mind in placing the embargo on exports to the border neutrals and in negotiating rationing agreements with them was the restriction or prohibition of exports from these countries to Germany of essential war materials, including foodstuffs and military supplies. The extent of the success or failure of any policy of economic pressure depended, therefore, on the relative dependence of the neutrals on the Associated Governments and on the Central Powers for the essentials of national existence; and, reciprocally, the dependence of the Associated Governments and the Central Powers on the neutrals for war materials, including foodstuffs.

The situation of the four northern neutrals in this respect was as follows:

Denmark was largely self-supporting so far as foodstuffs was concerned—in fact, an exporter. Her need for fodder and feedstuffs for horses and meat animals was great and she must import largely from the Allies and the United States or it would be necessary to slaughter her herds. In this case her exports of meat products to the Central Empires would in all probability increase. Furthermore, her imports of fuel oils and lubricants were important and the United States was the chief source of supply.

Holland depended to a considerable extent on imports for her requirements of cereals, feedstuffs, textiles, rubber, fuel oils, lubricating oils, coal, and iron, and the loss of American exports would be serious.

Norway depended on the associated nations for foodstuffs, mineral oils, and other commodities of lesser importance; she also supplied Germany with very important essentials, such as nickel, molybdenum, chrome, pyrites, fish and fish products. The stopping of these supplies had been an essential desideratum of the Allies.

Sweden was probably in the strongest position of the northern neutrals. She was largely self-supporting so far as foodstuffs were concerned. Her most vulnerable point was perhaps her need for coal and mineral oils. On the other hand, certain grades of Swedish iron and steel were greatly needed by the Allies. Germany depended on Sweden as her main outside source of supply for iron ore, and Swedish wood-pulp imports enabled her to conserve her supplies of sulphuric acid in the manufacture of domestic wood pulp. The cutting off of this import might easily have a significant bearing on the duration of the war.

The effectiveness of the policy of the United States and the Allies in bringing about these results is shown in the following data taken from the agreements:

Danish exports permitted annually to Central Powers.

Butter-----	} Not to exceed-----	tons--	24, 200
Bacon-----			
Eggs-----			
Milk-----			
Cheese-----			

Denmark under obligation to export first to Sweden and Norway:

30 per cent of export surplus of butter, bacon, milk, cheese.

25 per cent of export surplus of eggs.

Not over 50 per cent of remaining export surplus to Central Powers.

Not to be greater than exports to Great Britain if Great Britain elects in advance to purchase.

Fish and fish products, not to exceed-----	tons--	25, 000
Cattle (not to interfere with Danish exports to Norway and Sweden monthly of at least 35 per cent of her exportable surplus of cattle)-----	head	226, 000
Horses-----	do--	30, 000
Hides-----		None. ¹
Spirits, liquors, beer, etc-----	hectoliters--	37, 649
Limestone-----	tons--	40, 382
Gravel, paving stones, flints, granite-----	do--	11, 113
Cabbage-----	do--	15, 000
Birds' eggs-----	score--	15, 300
All other, as specified-----	tons--	15, 016
Copper, lead, and other metals (subject to return within 60 days of manufactured goods containing metals of the same amounts)-----	tons--	200

Dutch exports to Central Powers prohibited.

- (1) All foodstuffs, fertilizers, and fodders, including:
 - Animals, dead or alive, and products thereof.
 - Sugar.
 - Hay and straw.
 - Seeds, except as agreed.
 - Manure.
- (2) Technical fats.
- (3) Bone grease or soap (except hard soap, 130 tons per month).
- (4) Bulbs (except for certain horticultural purposes).
- (5) Leather hides and skins.

Limited Dutch exports permitted to Central Powers.

- (1) Offals-----tons per year-- 1, 000
- (2) Seeds and flax (to be determined).
- (3) Return of iron and steel or iron and steel scrap imported from Central Powers.
- (4) Milk and milk products (not to exceed 17 per cent of total export)-----tons-- 4, 400
- (5) Vegetables and fruit (to be determined).
- (6) Fish and fish products subject to separate fishery agreement.

Restrictions on Norwegian exports to the Central Powers or their Allies.

[Export allowed per annum.]

Foodstuffs:	Tons.
Fish and fish products-----	48, 000
All others-----	None.
Calcium carbide-----	10, 000
Calcium nitrate-----	8, 000
Ferrosilicon-----	2, 000

¹ Except products of dressed beef exported in lieu of cattle, above.

	Tons.
Iron ore (none to be in form of pyrites; no ore containing manganese).....	40,000
Zinc.....	1,000
Aluminum.....	40
Copper, crude, refined, or pyrites cinders (but only as compensation for imports of copper goods within 60 days).....	200
Domestic animals or their products.....	None.
Bismuth.....	
Nickel.....	
Wolfram.....	
Chrome ore.....	
Pyrites.....	
Molybdenum.....	
Nitrates (except calcium nitrate above).....	
Mica.....	
Tin.....	
Antimony.....	
Manganese.....	
Titanium.....	

Articles not mentioned above may be exported to the Central Powers in quantities not to exceed those quantities exported to said countries from Norway in 1917, as given in Schedule H, thus:

	Metric tons.
Downs and skins.....	218,619
Waste of paper.....	314,395
Granite.....	2,531,020
Feldspar.....	1,260,000
Seaweed and seaweed ashes.....	930,300
Iron ore.....	133,614,000
Zinc.....	4,467,000
All other specified.....	912,424

Articles not included in the above lists shall not be exported from Norway to the Central Powers, except that, if necessity be shown therefor, such exports will be sympathetically considered, but shall not be made without prior written agreement with the War Trade Board.

Prohibition on Swedish exports to Central Powers and their allies.

- (1) All rationed articles, their products and "articles similaires."
- (2) All foodstuffs and feeding stuffs (except cranberries).
- (3) All skins, hides, leather, leather manufactures, and tanning materials.
- (4) All wool and woolen manufactures, waste and yarn, cotton, cotton waste, yarn and manufactures; textiles made of paper.
- (5) All ores, including pyrites, and metals, including steel containing ferroalloys, except iron ore (as specified later), steel containing not over 1 per cent of manganese, pig iron containing Swedish manganese.
- (6) Sulphuric, nitric, hydrochloric acids; sulphates of copper and nickel.
Export of acetic acid and acetates, chlorates and perchlorates to Central Powers and their allies not to exceed in any quarter quantity exported in corresponding quarter of 1917.
- (7) Carbide, in excess of 1,500 tons per quarter; cyanamide.

Swedish exports prohibited, except to United States and the Allies.

- (1) Ferroalloys and steel-hardening materials.

Except—

Molybdenum ore (of Swedish origin) to Central Powers prior to October 25, 1918.....	tons..	50
No other exports whatever except to the United States and Allies.		
No imports into Sweden in any form during war.		
Ferrosilicon, including ferrosilicon manganese:		
To Central Powers and allies (per quarter).....	tons..	1,750
To other destinations (per quarter).....	do....	500

¹Certain additional quantities permitted as compensation for equivalent imports of manufactured goods from Central Powers. (See next paragraph.)

- (2) Mica, micanite, and mica manufactures.
- (3) Tin plates and terneplates.
- (4) Cork, its manufactures and waste.
- (5) Rosin, turpentine, wood pitch, wood tar, wood-tar oil, and resin oil.

Except—

Wood pitch-----	} To Central Powers and their allies (per quarter)-----	tons__ 2,000
Wood tar-----		
Wood-tar oil-----		
Resin oil, to Central Powers and their allies (per quar- ter)-----		tons__ 750
Wood pitch-----	} To Holland and Denmark in quarterly quantities not to exceed 1917 quantities.	
Wood tar-----		

Swedish exports to the Central Powers and their allies permitted.

- (1) Small quantities of copper, brass, tin, aluminum, rubber, and rosin in manufactured articles—subject to special conditions.
- (2) Tin, lead, nickel, aluminum, copper, brass, and rubber in compensation of like quantities imported from Central Powers in manufactured form.
- (3) Zinc—25 tons per quarter for manufacture and return to Sweden.

(4) Iron ore (total exports permitted to all destinations)-----	Tons per annum.	6,000,000
Associated Governments will purchase-----	tons__	2,000,000
Associated Governments may purchase (tons addi- tional)-----		500,000
(Sweden to give facilities for storage to all pur- chases by Associated Governments if desired.)		

To Central Powers and their allies-----	tons__	3,500,000
(5) Wood pulp to Central Powers and their allies per year:	Tons.	
Sulphite pulp-----		89,000
Sulphate pulp-----		88,000
Paper and products thereof-----		59,000

Restrictions on Swiss exports to Central Powers.

- (1) Schedule B—Grains:
Imports of rations shall not operate to release like articles of Swiss origin or in Swiss stocks for export to Central Powers.
- (2) Schedule C—Mineral oils, etc.:
None of the commodities in this schedule shall be used in manufacture of arms, ammunition, explosives, and war material for export to enemy.
- (3) Schedule E—Leather:
All exports to Central Powers *prohibited* of leather or rubber, shoes, boots, slippers and parts thereof, soles, uppers, harness and parts thereof, saddles and parts thereof, and raw hides and prepared leather.
- (4) Schedule F—Cotton:
Exports to Central Powers *prohibited* of all American cotton, including raw cotton, linters, waste, and all cotton goods and fabrics containing cotton, and of all goods and articles manufactured from cotton, with the following exceptions, for which special control machinery is established:

	Metric tons.	
Embroideries-----		1,250
Cotton fabrics-----		500
Knitted fabrics-----		200

LOCAL CONTROL ORGANIZATIONS.

In each case the United States and its associates insisted that there should be organized, in the neutral country, the requisite ma-

chinery to insure that the guaranties given would be adhered to, and the agreements have in most instances contained provisions whereby an accredited representative of the War Trade Board and of the Allied Governments should have complete access to all information, including, if necessary, books and documents, and should obtain full particulars regarding any restriction or prohibition.

In two countries, Switzerland and Holland, this control was exercised by a single organization for the entire country. All shipments to Switzerland were authorized by and consigned to and made subject to the rules and statutes of the Societe Suisse de Surveillance Economique, known briefly as the S. S. S. Imports into Holland, except those to the Netherlands Government, were consigned to the Netherlands Overseas Trust, or N. O. T., as it was called. In Denmark import certificates were required from the Merchants' Guild of Copenhagen or the Danish Chamber of Manufactures. Consignments could be made to them or directly to the individual or firm securing the import permit. In Norway and Sweden a number of import associations were formed, each dealing with a special list of commodities. The list of these associations was as follows:

NORWEGIAN IMPORT ASSOCIATIONS.

Oil & Color Merchants' Association.	Norwegian Paper Makers' Association.
Norwegian Soap Makers' Association.	Norwegian Wholesale Provision Merchants' Association.
Norwegian Wholesale Grocers' Association.	Royal Norwegian Automobile Club.
Norwegian National Association of Grain and Flour Importers.	Norwegian Cycle Tire Importers Association.
Norwegian Millers' Association.	Lubricating Oil Merchants' Association.
Norwegian Chocolate Manufacturers' Association.	Norwegian Tanners' Association.
Norwegian Cotton Mills Association.	Cork Manufacturers' Import Association.
Norwegian Margarine Manufacturers' Association.	

SWEDISH IMPORT ASSOCIATIONS.

Wool Import Association.	Margarine Manufacturers' Raw Material Import Association.
Cotton Import Association.	Wine & Spirits Import Association.
Jute & Hemp Manufacturers' Import Association.	Tobacco Import Association.
Textile Import Association.	Chemical Industries Import Association.
Corkwood Import Association.	Rubber Import Association.
Leather Trade Import Association.	Oil Manufacturers' Import Association.
Metal Import Association.	Swedish Medical Board.
Raw Phosphate Import Association.	Swedish Victualing Commission.
Brush Makers' and Horsehair Spinners' Raw Material Import Association.	Lubricating Oil Import Association.

An importer in either of these countries desiring to import a commodity controlled by an association was required to give to the association an individual guaranty, and breach of it entailed the levy of heavy penalties and in some countries constituted a criminal offense. The importer was required to obtain an import certificate from the proper association and the shipment was consigned to the latter, but it was necessary to name the purchaser. If the commodity was not one so controlled, the importer in Sweden was required to obtain a certificate from the Statens Handelskommission, but the goods might be consigned directly to him; the Norwegian importer, in a like case,

gave a guaranty certified by the Norwegian Finance Department and further certified by an American consul in Norway.

Most of this control machinery existed in the several countries before the United States entered the war and had been utilized in the distribution of controlled imports.

Relaxation of the Embargo on Nonessentials.

By the middle of the winter 1917-18 it became apparent that the Germans were taking advantage of the policy of strict embargo of the northern neutrals, and German agents were actively soliciting trade in a number of commodities of nonmilitary value but in which the interests of the Allies had in the past predominated. They were using their exports of these nonessentials, moreover, to obtain from the neutrals essential war materials, such as foodstuffs and metals, and were thereby maintaining German exchange. The need for a relaxation of the embargo became apparent for the double purpose of maintaining allied exchange and of preventing the creation of German monopolies.

The first list of nonessential commodities was announced February 20, 1918, for export to Holland and Sweden. This followed very shortly after the signature of a "modusvivendi" by each of those countries. The list was enlarged on April 20, and on May 22 was extended to Denmark. Inasmuch as the rationing agreement was signed by Norway on April 30, the proposed extension of the nonessential list to Norway was unnecessary. The Swedish agreement on May 29 removed the need for further consideration of a special list for Sweden. The last list for Denmark was published on August 21, 1918 (Danish agreement, Sept. 18), and the last list for Holland on October 25, 1918 (Dutch agreement, Nov. 25).

The commodities contained in these nonessential lists were naturally articles of high value and nonmilitary use. The following list indicates their character:

Adding and calculating machines.	Hats.
Automobiles (passenger).	Household furnishings.
Athletic goods not containing rubber and leather.	Laces, handmade.
Bicycles and motor cycles.	Ledgers and similar stationery.
Carpets, oriental, of high value.	Machinery.
Cash registers.	Musical instruments.
China.	Office furniture, equipment, supplies.
China clay.	Oil paintings.
Clocks.	Phonographs and records.
Cutlery.	Photographic goods.
Drugs (about 35 kinds).	Pianos.
Dyes and dyestuffs.	Precious stones, real and imitation.
Earthenware.	Silk manufactures, as specified.
Feathers, of high value.	Salt.
Films, cinema.	Sanitary ware.
Flowers, artificial.	Scales and balances.
Fountain pens.	Toilet preparations.
Furs, of high value.	Typewriters.
Glassware.	Toys.
Builders' hardware of iron and steel.	Watches.
	Wines.

Neutral Rations.

In return for the guaranty of the neutrals not to reexport allied and American goods or their products, and to restrict or prohibit exports of domestic products, and in accordance with the promise contained in the original memorandum of the Exports Council on July 24, 1917, the United States and its associates entered into definite agreements to furnish the neutrals with supplies for home consumption which were necessary to their national well-being. The basis on which rationing was undertaken was in each case made clear. The United States recognized its duty first to itself, then to its associates in the war; but it would do all in its power to increase its exportable surplus to such an extent as to furnish the neutral countries with their national minimum. The quantities given in the accompanying lists represent, in each case, the total rations from all the Allies and the United States. These facts are stated in detail in conjunction with each ration list.

SWISS RATIONS.

The following schedules in the Swiss memorandum indicate some of the more important commodities included in the allotment agreed to by the United States:

	Metric tons.
Schedule A—Metals:	
Copper, sheets, pipes, fabricated, etc.....	10,800
Copper sulphate.....	2,500
Lead.....	2,000
Iron sheets.....	13,000
Aluminum sulphate.....	2,000
Others, as specified.....	
Schedule B—Grains:	
Wheat and rye.....	300,000
Oats.....	120,000
Corn.....	140,000
Barley.....	31,500
Malt.....	30,000
Oil cake and oil-seed meal.....	46,000
Others, as specified.....	9,100
Schedule C—Mineral oils, etc.:	
Crude oil, kerosene, gasoline, etc.....	75,000
Lubricating oils.....	20,000
Others, as specified.....	3,000
Schedule D—Sugar.....	60,000
Schedule E—Leather:	
Raw hides.....	800
Sole leather.....	2,000
Upper leather.....	1,000
Shoes and parts in rubber, leather, etc.....	1,000
Others, as specified.....	250
Schedule F—Cotton (as cotton or cotton goods).....	18,000
Schedule G—Fats:	
Edible fats.....	8,000
Cottonseed oil and other edible fats.....	8,000
Linseed oil.....	2,000
Others, as specified.....	4,225
Schedule H—Miscellaneous—as specified or subject to special agreements.	

ANNUAL RATIONS TO NORWAY.

The commodities enumerated are based on the *total import needs of Norway for one year*. All supplies that Norway is enabled to import shall be deducted from the commodities set forth below.

	Metric tons.
Foodstuffs:	
Grains -----	300,000
Oil cakes and Indian corn -----	200,000
All others, as specified -----	97,522
Oils, fats, etc.:	
Vegetable and animal oils -----	30,000
Mineral oils -----	76,500
Others, as specified -----	3,198
Rubber, etc. -----	14,100
Rubber covers for automobiles, etc. -----	17,000
Textiles -----	18,310
Metal-working machinery. (Subject to special agreement.)	
Fixtures, motor cars, trucks, bicycles, writing machines, cash registers, accounting machines, hardware and tools, chemicals, dyes, colors, drugs, medicines, agricultural implements and machinery, etc. }	As required by Norway.
Metals, minerals, etc.:	
Iron and steel -----	250,000
Copper -----	7,000
Lead -----	1,000
Tin and tin plate. (Subject to agreement.)	
Miscellaneous:	
Rock phosphate -----	40,000
Hides and tanning extracts -----	8,500
Electrode carbon and carbon electrodes -----	5,000
Resin -----	4,000
Tobacco -----	2,000
Others, as specified -----	1,532

SWEDISH RATIONS.

(Per year except where otherwise specified.)

The quantities represent the limit to which the Allied Governments and the United States will facilitate importation into Sweden.

	Tons.
(1) British coal (per month) -----	150,000
(2) Bread cereals -----	250,000
(3) Fodder, including oil cakes (subject to prohibition of export of cattle to Central Powers and allies) ----- ¹	300,000
(4) Other foods, as specified -----	59,870
(5) Oils and fats:	
Lubricants -----	15,000
Petroleum, petrol, and fuel oil -----	118,000
Other -----	26,050
(6) Gums, waxes, and manufactures -----	3,450
(7) Varnishes -----	450
(8) Fibers, textiles, etc -----	37,150
(9) Hides, leather, tanning materials, etc -----	15,200
(10) Metals, alloys, etc -----	21,305
(11) Sulphur -----	10,000
(12) Soda ash, saltpeter, and phosphates -----	125,000
(13) All others -----	11,721

¹ Fifteen months' ration.

ANNUAL RATIONS TO DENMARK.

Quantities specified are based on total estimated import needs of Denmark (exclusive of imports from Central Powers, provided they originated in territory of said powers) for each 12 months' period.

	Metric tons.
Foodstuffs -----	39, 340
(Rice, 4,000 tons, conditioned upon no cereal exports to Central Powers; apples, bananas, and citrus fruits, dried and canned fruits, 10,200 tons, conditioned upon no fruit or berries being exported to Central Powers.)	
Fuels and oils other than edible -----	86, 810
Metals, machinery, and instruments -----	160, 445
Fibers and their products -----	20, 720
Nonedible animal and vegetable products -----	13, 160
Wood pulp, paper, plants, and seeds for sowing -----	8, 390
Chemicals, drugs, earth, minerals, and miscellaneous -----	24, 030
Total -----	352, 859

ANNUAL RATIONS TO HOLLAND.

These rations are the *maxima* beyond which it is agreed that imports shall not take place. Imports of rationed goods from all sources, including Central Powers, shall be charged against the appropriate rations.

	Metric tons.
Cereals -----	335, 000
Rice and products -----	50, 000
Coffee -----	35, 000
Cotton and cotton goods -----	24, 000
Fertilizers -----	107, 000
Fodder -----	300, 000
Gas oil -----	20, 000
Lubricating oil -----	11, 000
Petroleum -----	100, 000
Oils and fats for edible and technical purposes -----	80, 000
Tobacco -----	22, 000
Others -----	As specified.

Purchase of Neutral Supplies Under the Agreements and Encouragement of Interneutral Trade.

During the early years of the European war the Allied Governments had supplemented their control of neutral commerce by purchasing certain neutral exports, admittedly for the purpose of preventing their exportation to Germany. Great Britain had in this way spent enormous sums of money for the purchase of Norwegian fish and had thus incurred obligations that were a heavy burden. In the agreements with the neutrals to which the War Trade Board became a party this costly method of economic strangulation of Germany was discontinued.

In the negotiations which preceded the signing of the Swedish agreement on May 29, 1918, much emphasis was laid on the need for purchasing Swedish iron ore for the sake of depriving the Central Empires of this important military necessity, on the ground that the closing of the German market to the neutrals was impossible without the creation of a substitute market. It was finally admitted, however, that the Associated Governments could not prevent Germany

from getting all the iron ore she wanted in Sweden, and that in fact when the negotiations for the agreement were completed, Germany had a full year's supply in stock. Nevertheless the Swedish agreement, when signed, contained an obligation on the part of the Associated Governments to purchase 2,000,000 tons of iron and an "option" on an additional 500,000 tons.

In accordance with these terms a contract was entered into on even date with the signing of the agreement providing for the purchase by the Associated Governments of the 2,000,000 tons specified, deliveries to begin July 1 and to be in equal monthly quantities until June 30, 1919. By the terms arranged the United States, France, and Great Britain agreed that each pay one-third of the cost (including purchase price, storage, transportation, and other expenses) of this 2,000,000 tons and any credit from sales or resales be credited equally to the benefit of the three members of the pool. The President, by Executive order of June 29, 1918, allotted \$6,000,000, from a special fund at his disposal, to meet the obligations of the United States in this pool.

The French Government at a later date purchased at a cost of approximately \$500,000 some 41,000 tons of low phosphorous iron ore from Sweden under the option to purchase 500,000 tons in addition to the original two million, and the War Trade Board in November approved the payment by the United States of one-third of this expenditure. By an Executive order of November 27, 1918, the President amended his previous Executive order of June 29 in such way that the credits accruing to the United States from sales or resales of the original 2,000,000 tons of iron ore should be used to satisfy the obligations of the United States to the French Government in this second instance, and to Great Britain in an undertaking to pay one-half the cost of a purchase of 245 tons of molybdenum concentrates, the latter purchase having been made in Norway to keep it from going to Germany.

The Associated Governments did not agree to purchase the exportable surplus of meat and dairy products of Denmark, but instead stipulated that they should be used to supply the needs of Sweden and Norway. The Danish agreement provides that, prior to the export of specified quantities of butter, bacon, milk, and cheese to the Central Powers, Denmark should be under obligation to supply Sweden and Norway with 30 per cent of her exportable surplus; similarly she was bound to supply them with 25 per cent of her surplus of eggs before exporting eggs to the Central Powers. The ration of 226,000 head of cattle per year from Denmark to the Central Powers was not to interfere with Danish exports to Norway and Sweden monthly of at least 35 per cent of her exportable surplus.

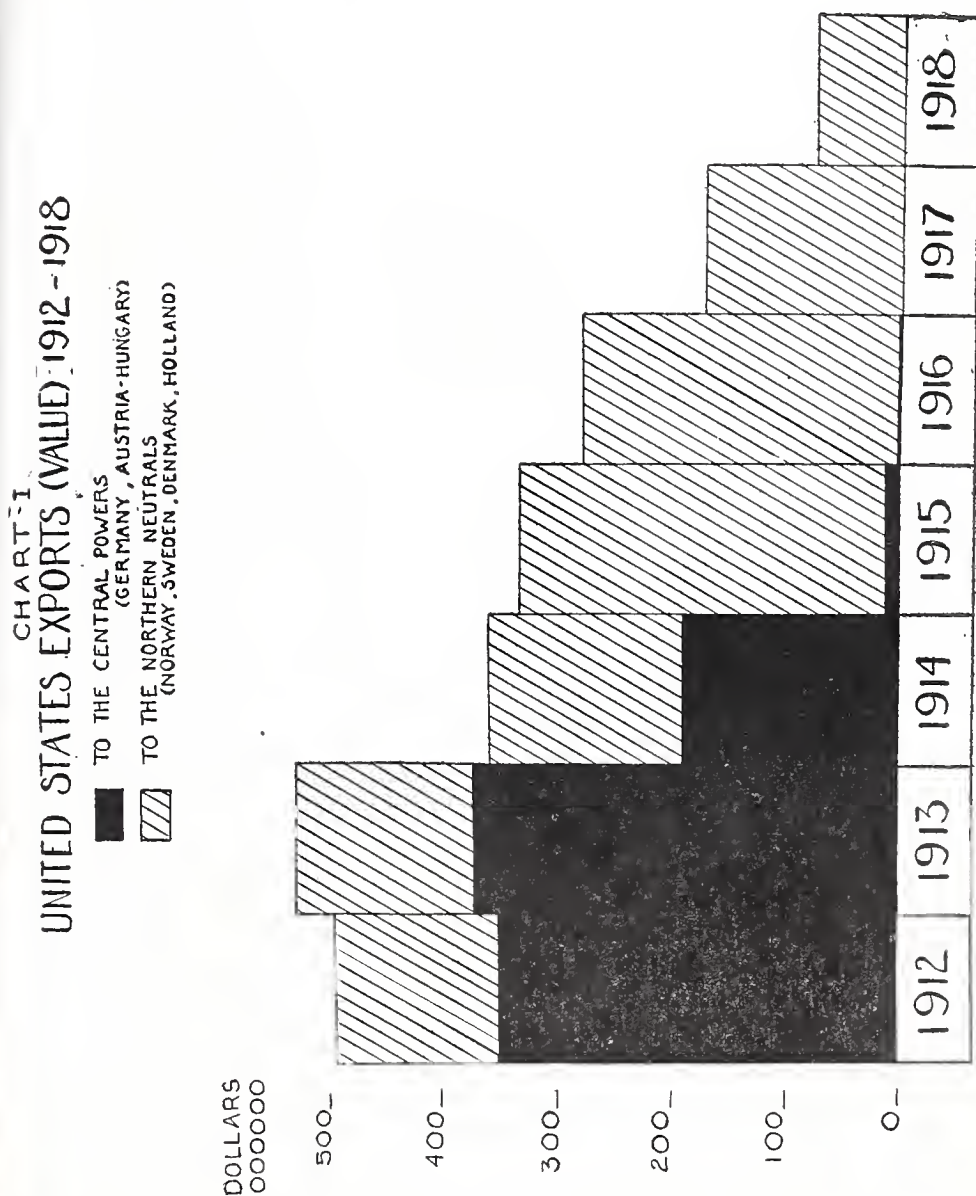
In return for Danish rations to Norway and Sweden the agreement provided—

that the War Trade Board will, in cooperation with the Associated Governments, facilitate the export from Norway and elsewhere to Denmark of nitrates and other fertilizers in the quantities agreed upon (equivalent to 33,333 tons in terms of nitrates), provided such fertilizers are purchased through agents designated by the War Trade Board, and the Danish Government will see to it that prior to or simultaneous with the importation of said nitrates or other fertilizers at least 3 tons of cereals will be exported from Denmark to Norway for every ton of nitrate or other fertilizer so imported into Denmark, it being understood that fertilizers other than nitrates are to be reckoned in terms of nitrates in proportion to their fertilizing value.

RESULTS OF THE BLOCKADE POLICY.

Total United States Exports to Northern Neutrals and to Central Powers.

The statistical materials necessary to measure adequately the effect of the blockade policy of the War Trade Board are not available in great detail since the United States entered the war. There are, of course, the usual data on United States exports to the various



countries, but the more pertinent facts concerning neutral exports to the Central Powers have been obtained in scant amounts in the United States since April, 1917. Chart I, showing United States exports to the Central Powers and to the northern neutrals by years, 1912-1918, shows very clearly the need for United States cooperation in the allied blockade and its effects on neutral supplies from

this country. The years 1912 and 1913 can be considered normal prewar years and show exports of \$350,000,000 to Germany and Austria-Hungary and about \$150,000,000 to the four neutrals in question. The beginning of the war in July, 1914, reduced the year's exports to the Central Powers to about half the previous figures, indicating a practical cessation of this trade after the declaration of war. In 1915 and 1916 the facts are very clear that our reduced exports to the Central Empires were replaced in very large

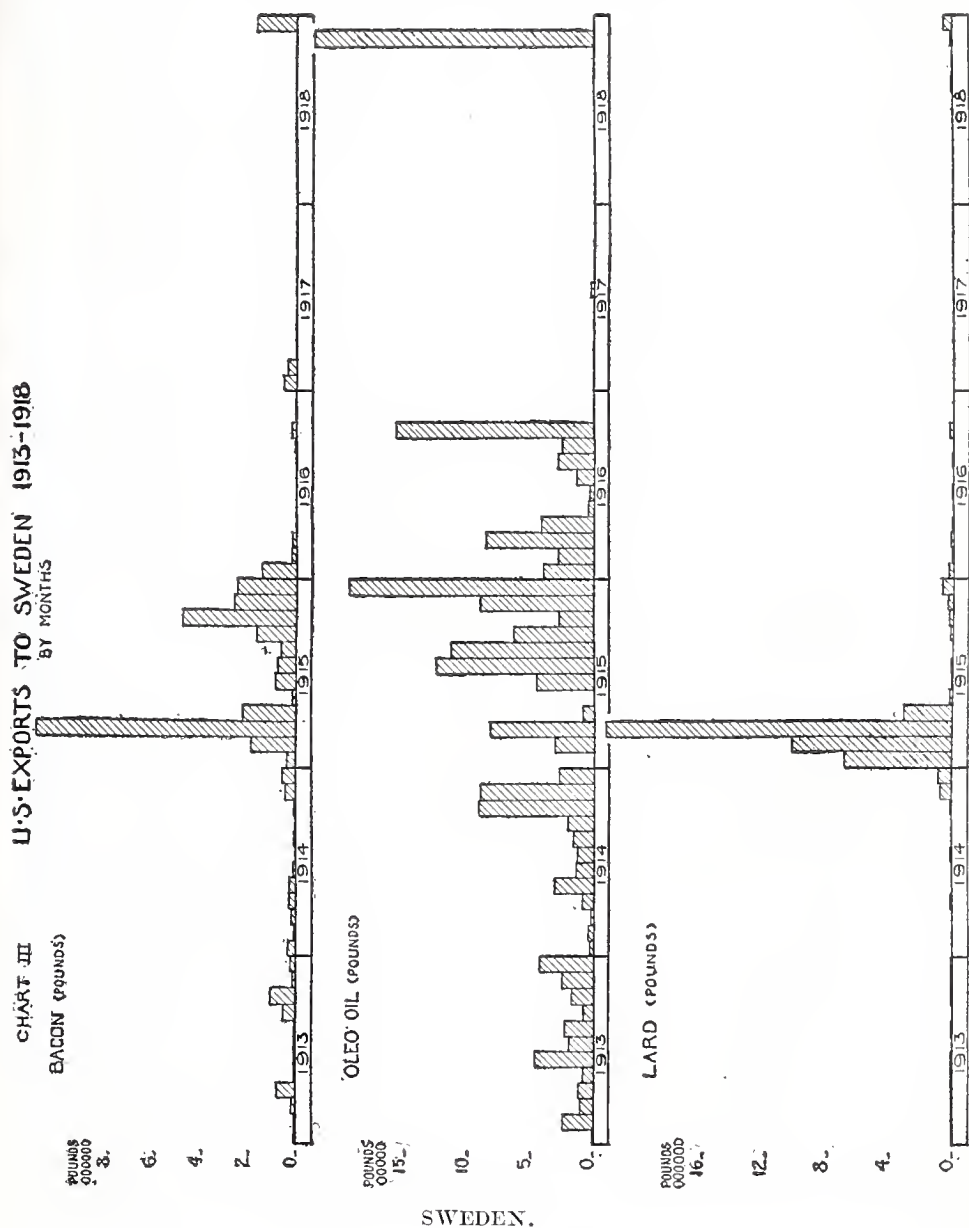
CHART II
U.S. EXPORTS TO SWEDEN 1913-1918



part by increased trade with the border neutrals, which probably means that the neutrals were a medium by which we continued to supply the enemy of the Entente. The entry of the United States into the war in April, 1917, and the declaration of an embargo on exports to these neutrals in July of that year, had its desired effect of reducing substantially the figures for 1917, and in 1918 the total was about \$75,000,000. This figure represented largely the nonessential commodities referred to heretofore.

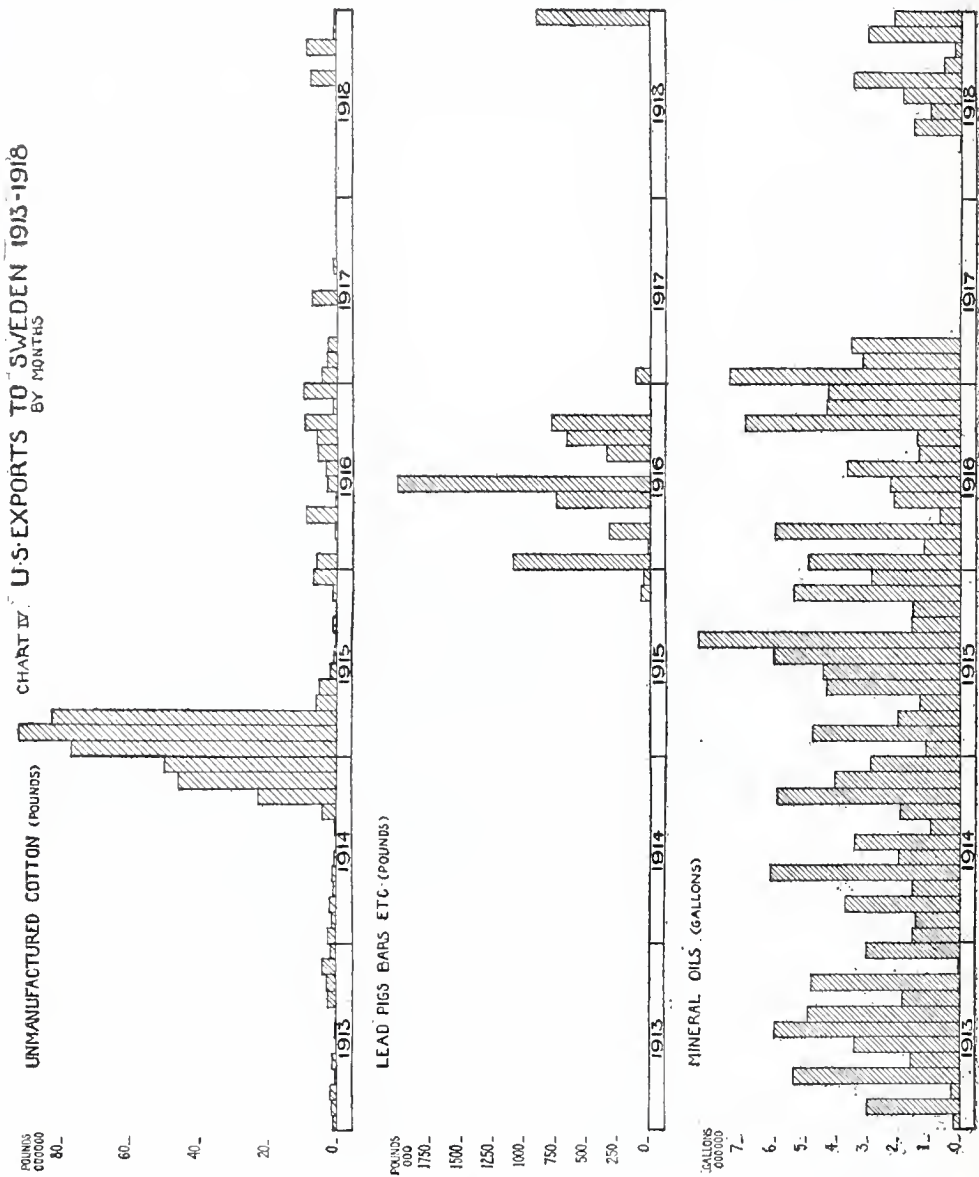
United States Exports of Specified Commodities to Northern Neutrals.

The effectiveness of the blockade policy of the United States in reducing essential exports to the neutrals and thus in preventing their transshipment to Germany or their use in substitution of other commodities so shipped is shown in greater detail in Charts II to XIII, giving United States exports of certain essential commodities to these countries by months for the years 1913 to 1918, inclusive.



The Swedish agreement was signed on May 29, 1918, effective from June 1, 1918, until the end of the war. The embargo became effective in July, 1917. The nine commodities shown on Charts II, III, and IV indicate a complete cessation of exports of these essentials about the middle of 1917. Until this time the United States was supplying

Sweden with considerable quantities of wheat, feedstuffs, fertilizers, and oleo oil and, in 1915 especially, had sent lard and bacon. Mineral oils represented one of Sweden's most important imports from this country. Indications of the relaxation of the embargo and the resumption of trade following the signing of an agreement are shown particularly with fertilizers and mineral oils, and the general relaxa-

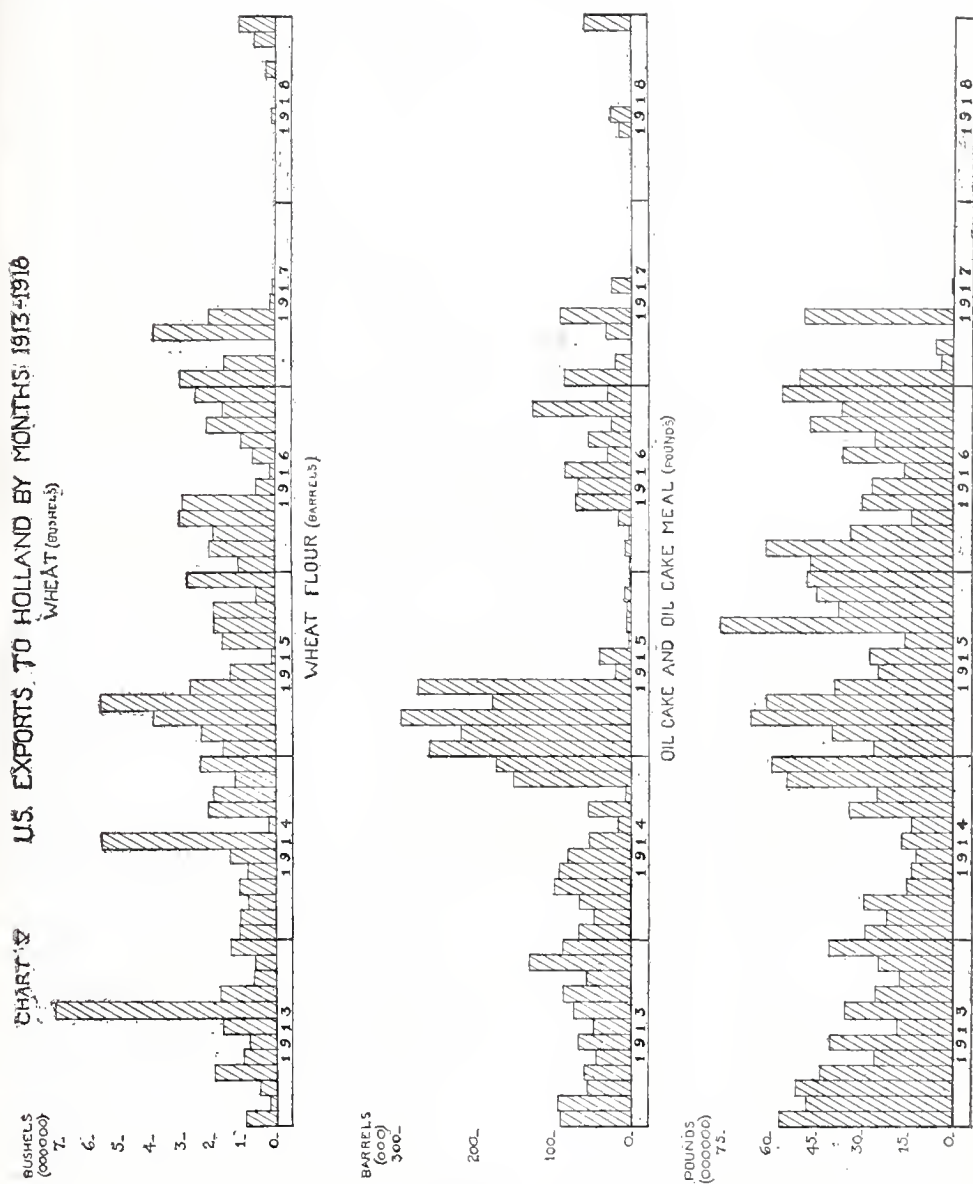


tion of restrictions on export trade is shown in the December, 1918, exports of bacon, oleo oil, fertilizers, lead, and mineral oils.

HOLLAND.

Much the same story is shown by the charts for Holland (Charts V, VI, and VII). Each of the nine commodities were shipped from the United States to Holland in considerable quantities prior to July, 1917, and the embargo was practically complete thereafter in

every case except wheat and wheat flour. Some 20,000 tons of wheat and wheat flour were shipped prior to the signing of the agreement upon the urgent representation of the Netherlands Government that a serious food shortage existed. After the signing of the agreement, in November, 1918, and after the armistice, further cereal supplies were received by Holland, as indicated by the charts.



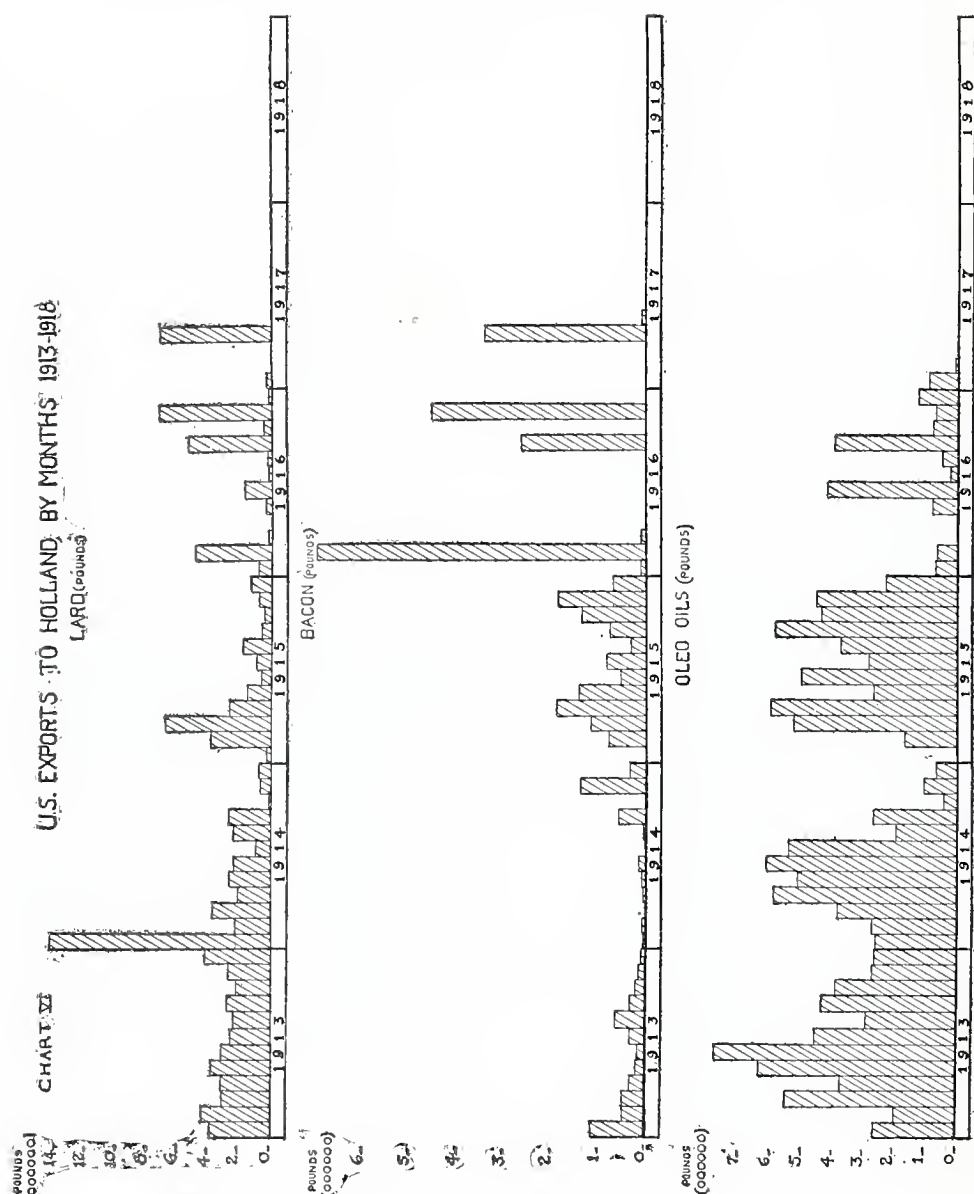
DENMARK.

United States exports of sugar, bacon, and lard to Denmark indicate that they were furnished in substitution for supplies from other sources shut off early in the European war. Of oleo oil and cereals, however, the United States had regularly supplied considerable quantities since 1913, and feedstuffs and mineral oils from this country were among Denmark's most essential imports. With few exceptions these exports stopped almost completely upon the

placing of the embargo in 1917. The Danish agreement was signed on September 18, 1918, and this was followed by exports of mineral oils and wheat flour.

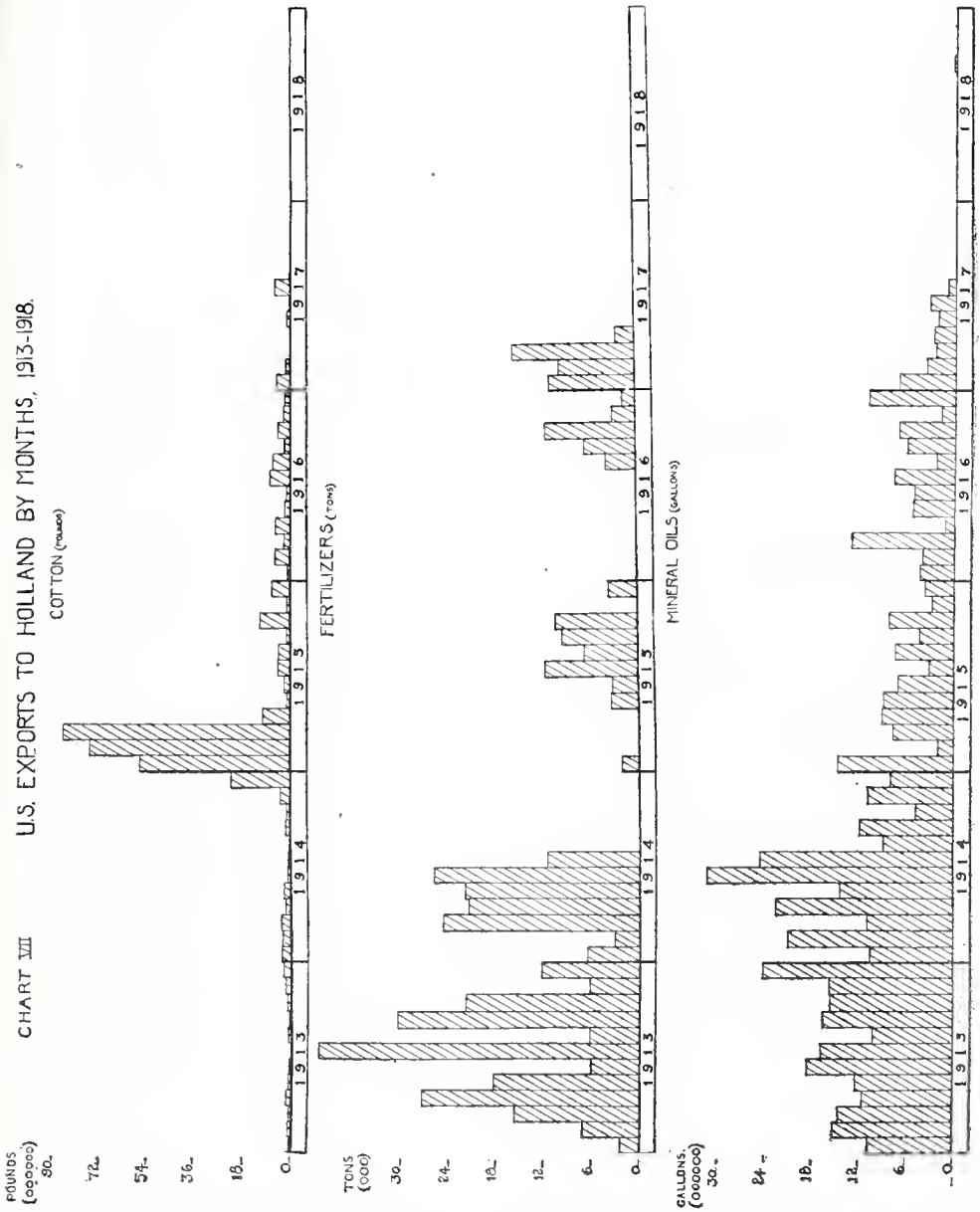
NORWAY.

The Norwegian figures do not show as complete a cessation of trade as those previously described. Thus wheat shipments were



made in January and February, 1918, and wheat flour was shipped in relatively small quantities throughout 1918. Sugar, for which the United States had been a source of supply in 1916 and the first half of 1917, was almost completely stopped until September, 1918. The embargo on bacon, lard, and oleo oil was likewise almost complete from the middle of 1917 to the end of 1918. The Norwegian agreement was signed April 30, 1918, and the failure to export these

commodities thereafter was due. not to any further embargo, but to an absolute shortage of supplies in the United States. Mineral oils and cotton probably show better than any other commodity in the list the real results of the embargo. Cotton exports to Norway were stopped completely after July, 1917, and mineral oils nearly so, but with the consummation of the agreement and the fixing of guaranties contained therein mineral oil imports began at once, and cot-



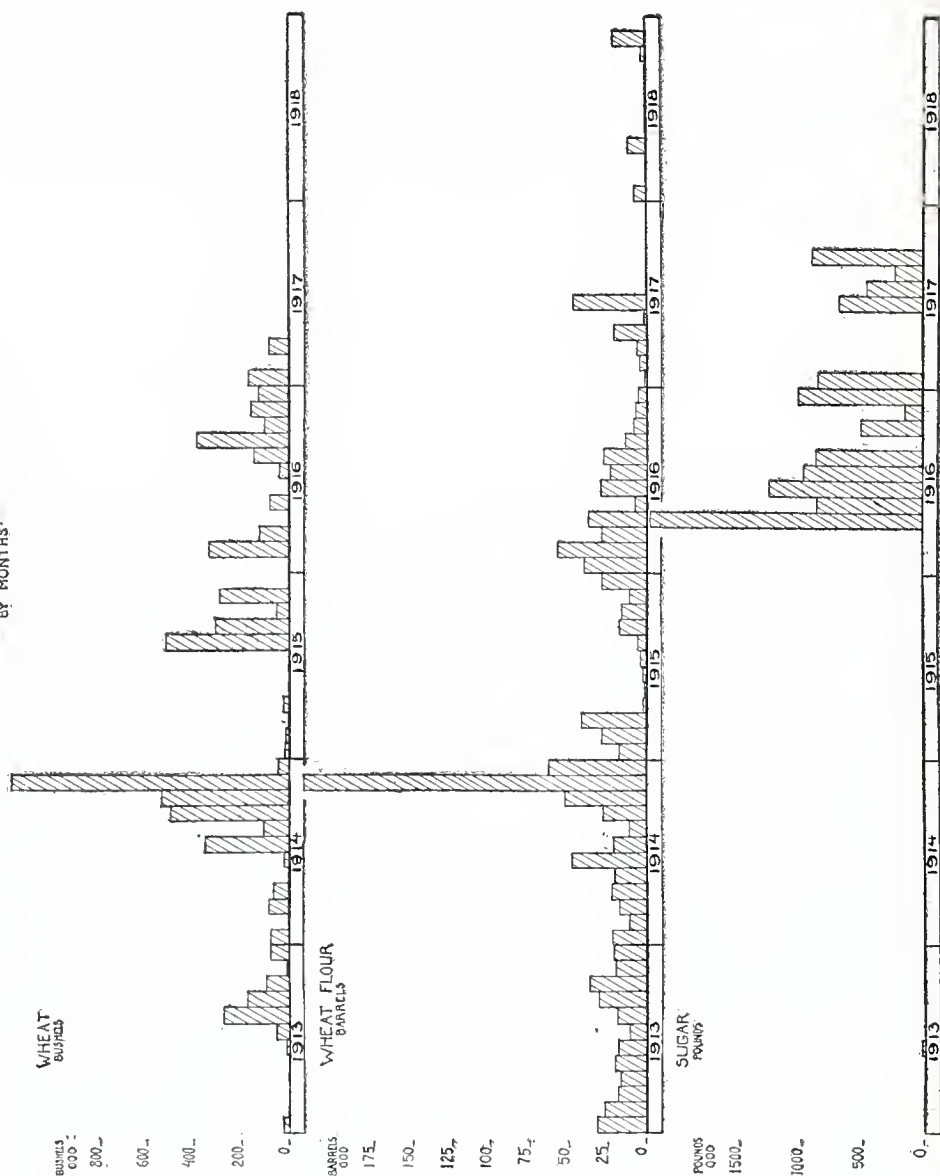
ton imports, while not so important to Norway as mineral oils, were resumed on a normal basis in August.

Exports from Border Neutrals to the Central Powers.

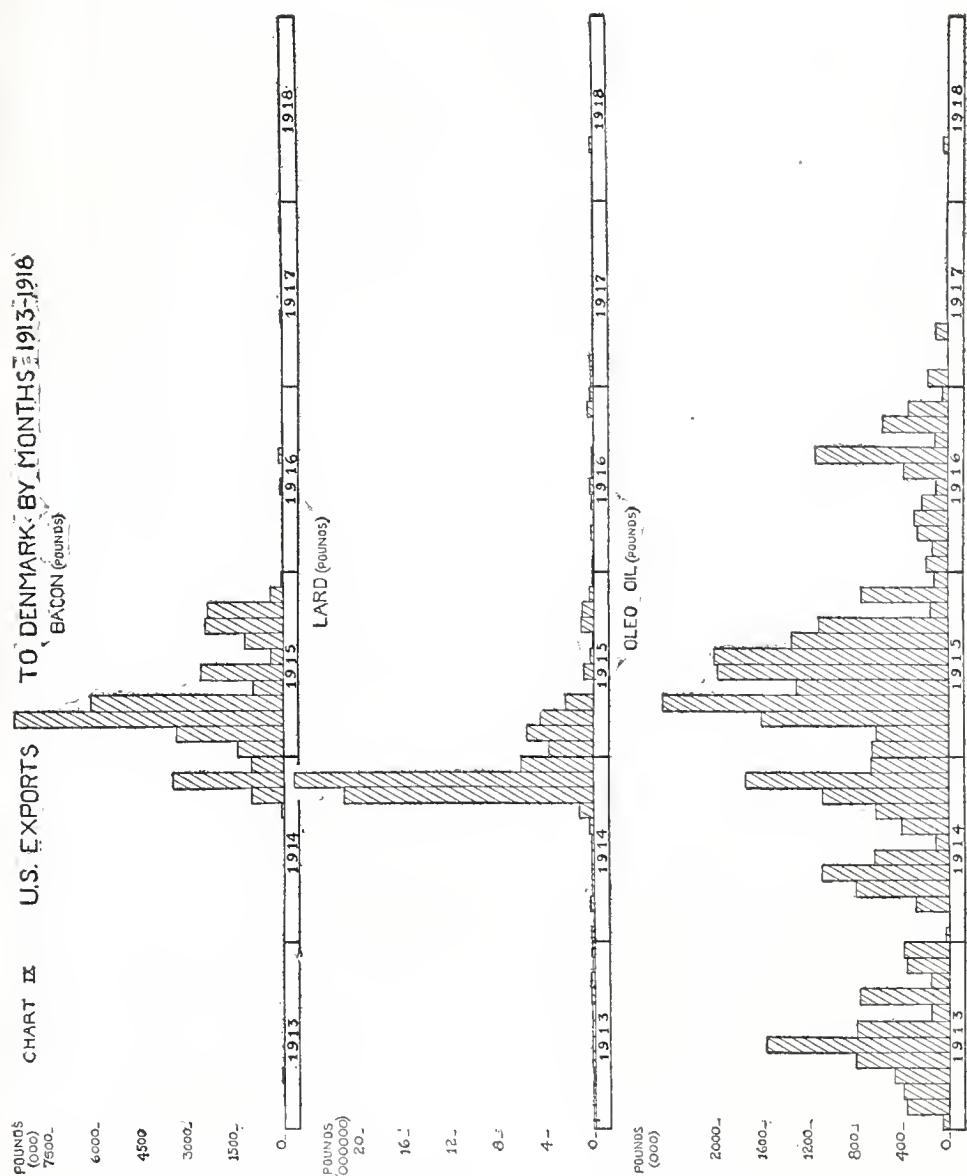
While the statistics given above bear directly on the question of the effectiveness of our embargo policy in shutting off supplies to

U-S EXPORTS TO DENMARK 1913-1918
BY MONTHS.

CHART VIII



the neutrals until we had received assurances from them that our exports would not be used for the advantage of the enemy, they do not bear so directly on the more important question—whether these guaranties were really effective; in other words, whether exports of essential supplies from the neutrals to Germany were actually reduced. This latter question, moreover, is more difficult to answer with definiteness because of the scarcity of trustworthy statistics. The figures given below are, in some cases, drawn from official sources, in others are estimates; they can probably be accepted safely as indications in those instances where they show an unmistakable tendency toward certain conclusions.



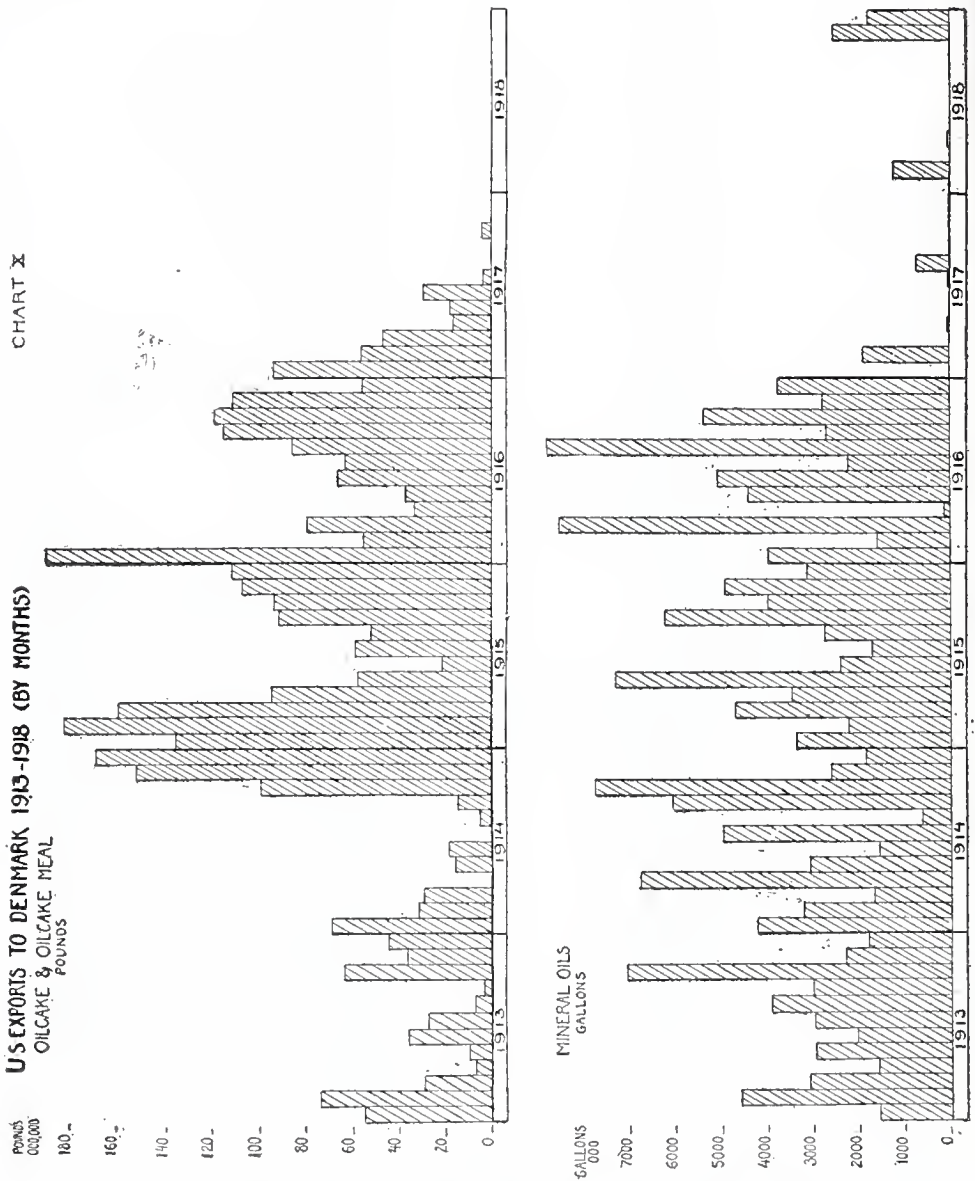
HOLLAND.

The figures showing total value of Dutch exports to Germany show a decided drop for the six months' period ending June, 1918, as compared with previous years:

Year.	Value.	Year.	Value.
	<i>Florins.</i>		<i>Florins.</i>
3-year average, 1911-1913.....	1,463,807,347	1916.....	585,000,000
1914.....	1,125,578,525	1917.....	205,211,775
1915.....	714,210,625	January-June, 1918.....	38,985,308

NOTE.—Figures for 1916 are estimates. Figures for 1917 and 1918 subject to slight revision.

The quantities exported of those commodities that represent Germany's dependence upon Holland, however, are much more instructive.



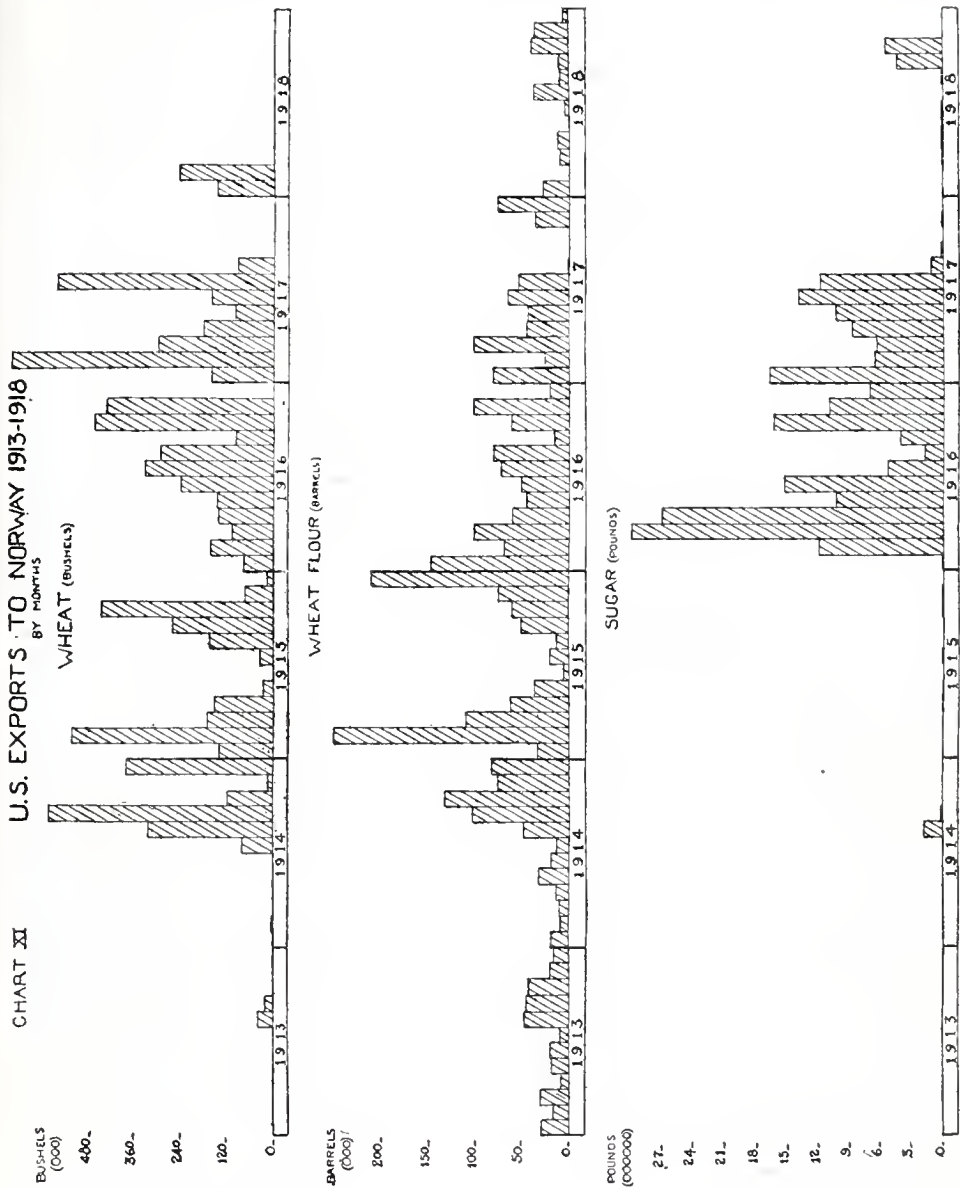
Holland's exports of certain commodities to Germany.

[Metric tons, except cattle, which is number.]

Year.	Cereals.		Potatoes and potato meal.	Butter.	Cheese.	Marga- rine.	Fresh meats.	Cattle.
	Grain.	Flour.						
1913.....	4,063,159	114,173	186,523	19,041	16,126	19,320	20,428	<i>Number.</i> 6,581
1914.....	2,212,112	62,851	359,594	19,661	21,455	17,754	10,231	92,600
1915.....	38,675	101	283,556	36,675	63,292	40,556	59,418	24,816
1916.....	4,849	.....	179,669	31,413	76,377	3,309	30,163	267
1917.....	10,001	102	¹ 34,608	17,730	29,180	1,373	2,958	981
January-June, 1918.	250	.....	338	.....	5,527	.....	.....	1,857

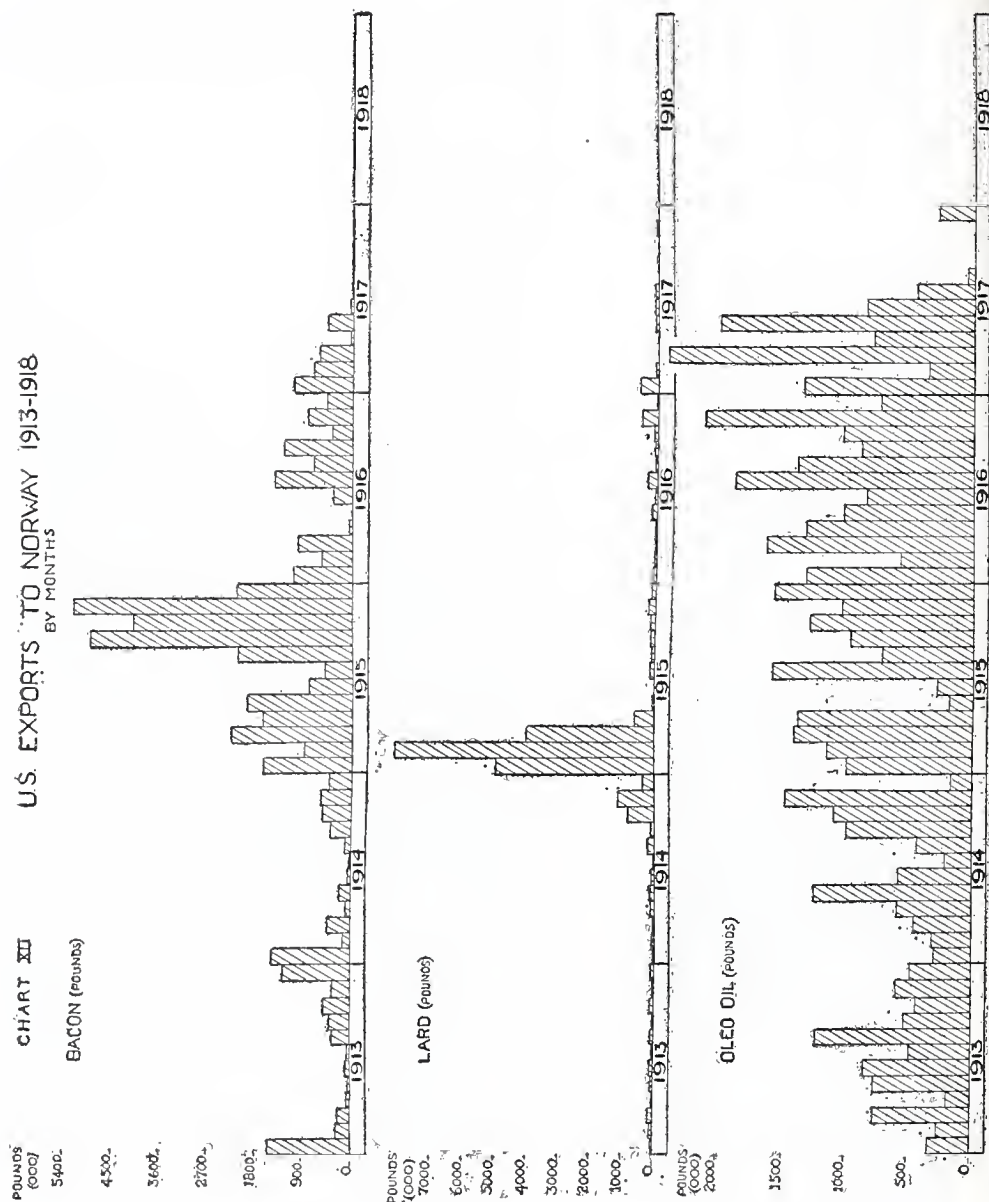
¹ Includes 1,033 tons to Austria-Hungary.

Significant reductions are shown by this table in cereal grains, potatoes and potato meal, butter, cheese, margarine, and fresh meats. It must be remembered that all these figures are applicable to a period



before Holland signed an agreement with the Allied Governments (agreement signed Nov. 25, 1918), and the reductions in exports to the Central Powers must therefore be attributed to a shortage of supplies created by the allied embargo. It was expected that the placing of an embargo on feedstuffs to Holland might cause a reduction of herds and increase for a time the exports of cattle or meat to the Central Empires. The slight increase in numbers of cattle exported indicates that this happened, though in no significant degree.

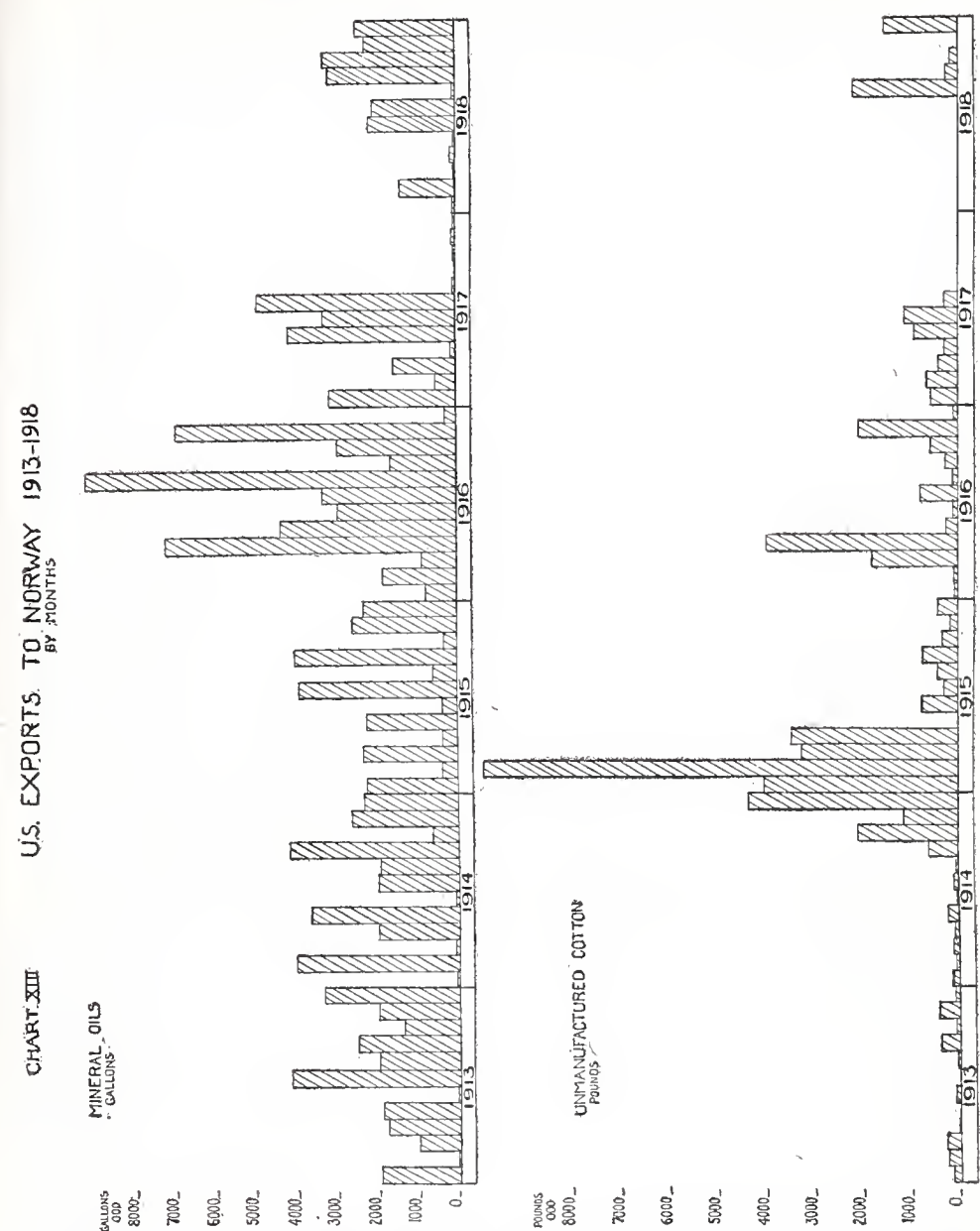
CHART XII
U.S. EXPORTS TO NORWAY 1913-1918
BY MONTHS



NORWAY.

Available data on Norwegian exports to Germany, while somewhat fragmentary, permit an estimate of the effectiveness of the agreement entered into with the War Trade Board on April 30, 1918.

The figures given cover four of the first five complete months following the effective date of the agreement, data for September being lacking. Comparison of total exports for these four months with annual exports allowed under the agreement shows that in nearly every case the actual figures are well within one-third of the annual allowance, the only exceptions being granite, downs, and skins, and the miscellaneous group. This is indicative of very effective results from the Norwegian agreement.



Norwegian exports to Germany under agreement with War Trade Board.
(Agreement effective May 10, 1918.)

Commodity.	Total exports, months of June, July, August, and October, 1918.	Exports permitted annually to Central Powers under agreement.	Commodity.	Total exports, months of June, July, August, and October, 1918.	Exports permitted annually to Central Powers under agreement.
	<i>Metric tons.</i>	<i>Metric tons.</i>		<i>Metric tons.</i>	<i>Metric tons.</i>
Fish and fish products....	15,079	48,000	Ferrosilicon.....	640	2,000
Iron ore.....	23,544	² 173,614	Granite.....	1,177	2,531
Zinc.....		³ 5,467	Downs and skins.....	110	219
Feldspar.....	205	1,260	Seaweed and seaweed ashes	¹ 230	903
Calcium carbide.....	2,856	10,000	All other.....	3,022	1,466
Calcium nitrate.....	2,509	8,000			

¹ To Austria.² Including 133,614 tons in compensation.³ Including 4,467 tons in compensation.

SWITZERLAND.

The Swiss agreement with the War Trade Board was signed December 7, 1917, effective for the period October 1, 1917, to September 30, 1918. The statistics presented herewith for the years 1916 and 1917 and for the first nine months of 1918 show both the effectiveness of agreements with the Allies during 1917 and the added effectiveness of control during the major portion of the agreement with the War Trade Board.

Swiss exports to Germany.

[Animals=number; all others=metric tons.]

Year.	Cereals.	Fruits and vegetables.	Fine food-stuffs, etc.	Food-stuffs of animal origin.	Fertilizers and waste.	Animals.	Leather skins, etc.
1916.....	14,051	18,856	5,739	35,612	22,877	65,598	1,674
1917.....	6,859	6,144	5,839	23,217	9,504	26,437	709
January-September, 1918.....	773	648	2,559	14,106	3,742	9,640	11

Year.	Seeds and plants.	Wood.	Iron.	Copper.	Lead, zinc, tin, and nickel.	Aluminum.	Fats, oils, etc.
1916.....	34,566	16,395	34,703	709	140	10,846	1,024
1917.....	7,932	6,373	29,959	953	25	10,750	49
January-September, 1918.....	10	517	15,280	700	1	7,069	.....

DENMARK.

Denmark was in a peculiar position with reference to the embargo because of the effect upon her live stock and dairy industry when United States feedstuffs became unavailable. Chart X shows the extent to which Denmark had depended upon the United States for feedstuffs from July, 1914, until the embargo became effective. The Associated Governments clearly realized that the cessation of feedstuffs imports would compel the Danes to sell or slaughter their herds and that those meat products would be shipped in large quantities to the Central Empires.

Danish exports of certain foodstuffs to Germany—Comparison of prewar, autumn, 1917, and summer, 1918.¹

[Units: Cattle, head; all other, tons.]

Period.	Cattle.	Fresh meat.	Bacon and pork.	Butter.	Fish.	Milk.	Vegetables.	Total. ²
Monthly average, 1911-1913.....	11,921	1,875	153	1,172	2,095	2,718	812	11,250
Month's exports, Nov. 21-Dec. 19, 1917.	33,625	1,560	1,172	928	1,384	288	328	12,415
Month's exports, June 26-July 24, 1918.	6,630	334	72	88	964	200	88	3,087

¹ See Chart X, p. 40.

² Cattle converted to dressed meat at 450 pounds per head and so included in total.

Exports of cattle to Germany in the fall of 1917 were thus three times as large as during the prewar period, but by the summer of 1918 had fallen to one-half the prewar rate. Exports of bacon and pork show that the Danes had attempted to sacrifice their hogs and save the dairy animals, for bacon and pork exports in the autumn, 1917, rose to seven and one-half times the prewar figure; but this again was temporary, and by the summer of 1918 was only one-half the prewar rate. The effect of the feedstuffs embargo is likewise revealed in the exports of butter and milk to Germany. The table as a whole indicates clearly that the purpose of the embargo was achieved by the summer of 1918, when Danish exports of foodstuffs to Germany were but a small fraction of the normal amounts before the war began.

II. THE FINANCIAL ISOLATION OF THE ENEMY.

ALLIED CONTROL OF ENEMY TRADE AND ITS RESULTS.

Purpose. .

Simultaneously with the development of their blockade policy in order to interrupt the flow of physical supplies into enemy territory, the Allied Governments developed a coordinate policy of control over enemy trade. Two ends were to be accomplished by the latter:

- (1) *The restriction on the power of the enemy to finance the war.*—The credits that were established as a result of ordinary commercial operations of enemy firms could easily flow to enemy countries through neutral channels, there to be used as the basis of war loans; or they could be used in neutral countries for purposes of propaganda or to purchase supplies to keep them from the Allies.
- (2) *Destruction of world trade organization of enemy commercial interests.*—It was felt that the gradual destruction of long-established organizations providing channels for German trade abroad was a most effective belligerent measure, because of its effect upon the prolongation of the war. The knowledge that German overseas connections were being maintained and that credits were being built up or stocks of raw material being accumulated for postwar trade was a substantial reason for continuing the war; on the other hand, the loss of these connections would tend to create a powerful sentiment for peace among the commercial classes of Germany.

Method—The Allied Lists of Enemies.

The main weapon of the Allied Governments in dealing with enemy trade was the list of enemy persons and firms, commonly called the black list. The British "Statutory List" was composed of persons or firms of enemy nationality or association proclaimed by the British Government under the trading with the enemy act of 1915. All British firms were prohibited from trading with any one on this list. The French official list was of the same character. In each country a "confidential list" was also compiled, but not under statutory authority. This list, not published, furnished a confidential guide for the licensing authorities in determining the status of consignees in neutral countries. It included those companies shown to be acting as channels for the passage of goods or credits through neutral countries to the enemy. A subdivision of the British list comprised firms against whom suspicions more or less serious existed and was used by the customs authorities in exercising the right of challenge.

Results of Allied Control.

There is no mistaking the far-reaching effect of the enemy lists in controlling current trade operations overseas. Trade of allied firms with blacklisted persons was effectively prohibited and shipments to and from the border neutrals were greatly restricted, either by the difficulty of passing contraband through the British naval patrol or by the inability of ships to obtain British bunker fuel in case they carried cargo for listed consignees or consignors. The matter of controlling enemy-trade activities in remote neutral countries, as in South America, or between the United States and South America before our declaration of war had been more difficult. The enemy had spent money lavishly on propaganda and on the purchase of raw materials to keep them from the Allies or to replenish depleted or exhausted stocks after the war. By April, 1917, there were large stocks of goods in the United States purchased on German account and held in interned ships or in bond. Reserves of metals, cotton, and phosphates had been built up according to an extensive program. In some cases stocks had been turned over to American owners, particularly after relations became strained with Germany, or were placed to the account of neutral firms overseas. There was, in addition, a heavy investment of German capital in American business firms and corporations.

THE CONTROL OF ENEMY TRADE BY THE UNITED STATES.

The problem that faced the United States in dealing with enemy trade after the break with Germany was threefold: (1) The control of American commerce during the war by a careful visé of the character of consignors and consignees to see that our commercial operations did not result in making credit or goods available to the enemy; and the control (2) of enemy interest in American business and (3) of accumulations of enemy stocks in the United States and elsewhere with the purpose of hampering the financing of enemy activity during the war and destroying the prospects of their postwar trade.

Creation and Delegation of Powers Over Enemy Trade.

The common-law prohibition against enemy trade was reduced to statutory form by Congress in the trading with the enemy act, October 6, 1917, some portions of which, affecting the War Trade Board, have been quoted heretofore. Specifically this act granted to the President the authority:

- (1) To prohibit enemy trading except under license.
- (2) To require the transfer of enemy property in the United States to an alien property custodian.
- (3) To prohibit communications between United States and foreign countries except under rules and regulations to be established.
- (4) To establish censorship of all communications between the United States and foreign countries.
- (5) To regulate or prohibit transactions in foreign exchange, export of specie, or transfers of credit between the United States and any foreign country.

The Work of the War Trade Board.

These several powers were delegated by the President as follows: The censorship authority was placed in a censorship board which contained a representative of the War Trade Board; and in the development of the work of the censorship organizations throughout the country, the War Trade Board, which was directly interested from its function of control of enemy trade activities, was represented and maintained in each censorship station a special representative. The control and regulation of transfers of credit, export of specie, etc., and the licensing of communications between the United States and foreign countries other than by regular mail was placed in the hands of the Secretary of the Treasury; an Alien Property Custodian was appointed, as required by the law, to receive transfers of enemy property in the United States, and authority to license enemy trading was given to the War Trade Board. The work of the latter in controlling enemy trade was in part, therefore, the primary function of controlling ordinary business transactions between American firms and foreign firms for the purpose of eliminating enemy interest; and, in part, the secondary function of cooperating with these other agencies to the end of rendering this work more effective.

1. THE DETERMINATION OF ENEMY STATUS—THE WAR TRADE INTELLIGENCE SERVICE.

The allied lists of enemies had been made up of individuals or firms of enemy nationality or association. This definition of enemy status was not adopted in its entirety by the United States. The trading with the enemy act made it unlawful, except under license, for any person in the United States to trade—

either directly or indirectly, with, to, or from, or for, or on account of, or on behalf of, or for the benefit of, any other persons, with knowledge or reasonable cause to believe that such other person is an enemy or ally of the enemy, or is conducting or taking part in such trade, directly or indirectly, for, or on account of, or on behalf of, or for the benefit of, an enemy or ally of the enemy.

An "enemy" as defined by the law may belong to any one of the following groups:

- (1) Persons in Germany or in the countries allied with Germany.
- (2) Persons in neutral countries doing business in Germany or in the countries allied with Germany.
- (3) Agents of Germany or her allies, in neutral countries.
- (4) Such other persons in neutral countries, citizens or subjects of Germany or her allies, who may, *by proclamation of the President*, be declared to be enemies.

The difference, in other words, between the allied definition of "enemy" and that of the United States lay in the status of German subjects or citizens in neutral countries. They were not, ipso facto, enemies of this country. Trading with persons in the Central Empires or acting as agents of enemy governments automatically established enemy status. Otherwise they could be declared enemies only by proclamation of the President upon finding that the safety of the United States or the successful prosecution of the war so required.

The basic necessity for the administration of the law against enemy trading was exhaustive investigation into the character and activities of firms or persons whose names appeared on import and export license applications and of firms doing business in the United States who might show any disposition to hinder the development of war activity through the control of materials or of enemy investment in American property. In other words, it required the development of a war trade intelligence service that would sift every available source of information, correlate evidences of enemy interest and bring them to the attention of the proper authorities. With the control of foreign trade in the hands of the War Trade Board and that of enemy property in the United States under the Alien Property Custodian, the essential service of war trade intelligence was concerned primarily with these two agencies.

The enemy trading lists.—The investigation of the status of consignors and consignees on export and import license applications had been begun under the Exports Administrative Board, pursuant to powers conferred upon the President by the espionage act. It resulted in the establishment of three lists of enemy firms: (1) The Enemy Trading List; (2) the Confidential Suspect List; (3) the Cloaks List.

The Enemy Trading List was published, the original issue having been announced to the public on December 5, 1917. The press statement accompanying and the introductory statement published with this list outline its purposes so clearly that they are given here in full:

Since the passage of the trading with the enemy act, approved October 6, 1917, the War Trade Board has received, from exporters, importers, and other persons engaged in foreign trade, numerous and urgent requests that there be published, for their guidance in observing the provisions of the statute, a list of those concerns in foreign countries with whom, under the provisions of the trading with the enemy act, it would be illegal to trade without a license. In response to these representations, the War Trade Board, in cooperation with other governmental departments, has compiled a list known as the "Enemy Trading List," which has been made public to-day and is now being distributed to merchants and commercial organizations throughout the country. This list contains the names of some 1,600 concerns in Latin America. Copies have been sent to all names on the mailing list of the War Trade Board.

1. The Enemy Trading List is compiled for the benefit of American merchants who, by the trading with the enemy act, are prohibited under penalties from trading with the enemy, or ally of enemy, without first obtaining a license from the War Trade Board.

This is a list of enemies and allies of enemies, and other persons, firms, and corporations, who there is reasonable cause to believe have acted, directly or indirectly, for, on account of, on behalf of, or for the benefit of enemies and allies of enemies.

This list does not purport to be a complete list. Any person, firm, or corporation trading with any other person, firm, or corporation who there is reasonable cause to believe is an enemy or ally of enemy, or in such trade is acting for, on account of, on behalf of, or for the benefit of an enemy or ally of enemy, is not relieved from the prohibitions and penalties imposed by the trading with the enemy act by reason of the fact that the name of such other person, firm, or corporation does not appear upon this list.

2. In order to minimize, as far as possible, any inconvenience which may be caused to American merchants by the dislocation of foreign trade owing to the operation of the trading with the enemy act, the War Trade Board is collecting and classifying the names of nonenemy firms who may be able to act as substitutes for firms who may prove to be enemies or allies of the enemy, within the meaning of the trading with the enemy act. A considerable amount of information is already available at the War Trade Board, and it will be in

many cases possible to suggest the names of satisfactory substitutes without the necessity of referring the matter abroad. The Board is, however, prepared on application to inquire of United States consuls abroad for the names of suitable substitutes. When the applicant wishes this done by telegraph he will be required to undertake to pay the cost of telegraphic correspondence.

The Board assumes no responsibility whatever for the credit, standing, or financial responsibility of such substitute firms.

It would greatly facilitate the work of the War Trade Board if applicants in making inquiries would specify the particular trade or trades for which substitutes are required.

3. The Enemy Trading List, of which this is the first issue, will be telegraphed on the day of its issue to the representative of the United States of America in each country abroad, who will be instructed to notify all American consuls to whom persons abroad should apply for information as to the names on this list. Firms in the United States of America with agencies or branches abroad should, however, furnish such agencies or branches with copies of the lists as they are published. The list will be mailed as issued to all firms appearing on the mailing list of the War Trade Board.

This list originally covered only Mexico, Central America, and South America, but was later extended to include countries in Europe as well.

The Confidential Suspect List and the Cloaks List were not published, but were available to a limited number of other governmental agencies and to representatives of the Allied Governments. The former contained the names of enemy traders which, for reasons of expediency, it was undesirable to publish. The Cloaks List, covering Latin America and Spain, was compiled by the Board for the use of officials in the United States, Great Britain, France, and Italy. It represented persons and firms without standing in international trade whose names were used by listed firms as covers for obtaining goods.

The location of enemy property in the United States.—The reports analyzed by the intelligence service of the Board, gathered from every available source, contained a great deal of information about enemy-owned property in the United States or enemy interests in American business firms or corporations. This evidence was submitted at once to the Alien Property Custodian, to be used as a basis for action by him.

The location of enemy stocks in neutral countries.—These investigations likewise disclosed the existence of enemy stocks in neutral countries, purchased in many instances from American firms before our entry into the war.

2. THE CONTROL OF ENEMY INTEREST.

Visé of license applications.—The information gathered by the intelligence service of the Board was made effective in United States foreign trade primarily through the visé of applications for import or export of commodities into or from the United States. Every application for an individual license either for import or export was reviewed by the intelligence service if there were any possibility of enemy interest appearing. This included practically all commodities moving between the United States and neutral countries.

Special cases; supplementary agreements.—In special cases the general review of applications for export licenses was supplemented by definite agreements if the commodities exported were such as could easily be used to the advantage of the enemy. One of the most difficult matters to handle had been enemy propaganda in

neutral countries and the convenient media of this propaganda had been the moving pictures and the newspapers. It was found, for instance, that Germany had exhibited certain films manufactured in Germany with film of allied origin and nonmilitary character. The cinema organizations of Switzerland were said to be largely under German supervision and were provided with German propaganda films to be exhibited along with such allied films as could be obtained. The regulations of the War Trade Board for the exportation of film required, among other things, that the recipients in the country of destination should sign an agreement with the board not to exhibit it at any place where enemy films were shown nor where any performance was given of any kind whatsoever detrimental to the interests of the United States and associated countries. The regulations for the exportation of news print paper and standard news were likewise established to prevent the circulation of enemy propaganda. Shipments were permitted to an ultimate consumer or a consignee only on agreement not to resell without the consent of the War Trade Board.

Refusal of ships' bunkers to enemy traders and supervision of sale and transfer of vessels.—While the trade of American and allied firms with enemy firms was controlled effectively by visé of the names of consignors and consignees on import and export applications for license, supplemented as stated above by consignee agreements in special cases, this alone would have been inadequate to cope with the larger problem of enemy trade. The activities of enemy interests in neutral countries, in smuggling supplies to submarine and commerce raiders, and in trading between neutral countries had to be reached by other means. The method that was used with excellent results was the control over bunker supplies to shipping and careful supervision of the sale and transfer of American vessels.¹ The information contained in the enemy trading, suspect, and cloaks lists made it possible to refuse bunker supplies to ships operated in enemy interest; and this control by the War Trade Board in cooperation with the previously established control of the same character by Great Britain was a weapon of great power against the enemy. The voyages were very few and very unimportant in which a ship did not require bunker coal from either a British or an American coaling station.

In case of sale or transfer of vessels of American registry, the enemy trading lists were scrutinized carefully to determine if any person interested in such sale or transfer was listed.

The control of enemy stocks in neutral countries.—The evidence collected by the intelligence service of the War Trade Board in many cases revealed stocks of enemy property in neutral countries. It was a difficult matter in most instances to gain any effective control over these stocks. In the Americas the cutting off of trade relations with enemy firms holding these supplies sometimes forced their relinquishment. Situations of this sort arising in the neutral countries bordering on Germany were handled as part of the trade agreements of these countries with the War Trade Board. Since the agreements were based on the policy of rationing the neutral countries to supply their domestic requirements, rations were based on

¹ See pages 59-61 and 330-333.

domestic consumption needs, taking into consideration all sources of supply and *all stocks on hand*. This policy is indicated clearly in the following extracts from the several agreements:

NORWEGIAN AGREEMENT.

The importation into Norway of the articles described in said amended schedules is for consumption in Norway, and the quantities thereof which shall be licensed * * * shall at all times be determined by the actual internal requirements of Norway, *with due regard to existing stocks*. * * *

Within 60 days * * * full statistics shall be * * * furnished * * * *showing in detail the amounts of existing stocks in Norway of all articles enumerated* * * * *and also showing the location and ownership of such stocks*.

DANISH AGREEMENT.

The commodities described in said annexed schedules are to be imported for consumption in Denmark; and the quantities thereof which shall be licensed * * * shall at all times be limited by the actual internal requirements of Denmark, *with due regard for existing stocks*. * * *

NETHERLANDS AGREEMENT.

Statistics shall be communicated forthwith to the Associated Governments of live stock in the Netherlands and of stocks in the Netherlands of such commodities as the Associated Governments shall require on which the rations are based.

SWISS AGREEMENT.

It is specifically stipulated and declared by the Swiss Government that the import of grain, foodstuffs or feeding stuffs * * * shall in no event operate to release any grains, feeding stuffs or foodstuffs of Swiss origin *or now contained in Swiss stocks for export to the Central Powers*.

The control of enemy property in the United States.—The machinery of this control was in the hands of the Alien Property Custodian. The War Trade Board functioned in this connection only as an investigating agency and furnished the Alien Property Custodian with all evidence that came to its files disclosing enemy interest in property in the United States.

3. THE UNIFICATION OF ALLIED AND AMERICAN ENEMY TRADING LISTS.

Coordination of allied efforts against enemy trade was a difficult and delicate problem. It early became obvious that steps must be taken to coordinate the enemy trade restrictions of the principal Allies. There was no uniformity in the black lists of Great Britain, France, Italy, Japan, and the United States. There were divergences in their enemy trade policies. There were differences in their statutes. There was no uniformity in the information upon which action was based. There was no machinery for avoiding clashes of purpose and mutual blocking of efforts to attain ends that should have been sought in common. As a result, British ships were refusing to carry American goods to firms in Latin America which were listed by Great Britain but not by the United States. Mail and telegraphic communication between American firms and firms in neutral European countries, listed by the British or French and not by the United States, was interrupted by the British and French censorships; and, similarly, French and British communications with firms in

Latin America, listed by the United States and not by the British or French, might be interrupted by the former. American merchants and their agencies in South America were hampered in their trade by the local operation of the British lists and the local enforcement of restrictions through British consular control. British merchants and officials naturally could not understand why Americans should continue to trade with firms included in the British list as enemy in character or connection.

The situation was one fraught with serious dangers which threatened to grow. Furthermore, to a great extent the variation in the lists and policies were working against the Associated Governments and in favor of the Germans, for listing of a firm by the United States might be practically nullified if Great Britain supplied the listed firms with goods to remedy the loss of American facilities, and vice versa.

To remedy this situation, conferences were held with representatives of the British Embassy and the French High Commission and a policy of unification of black lists and coordination of enemy trade restrictions was agreed upon, to which the assent of Italy was soon obtained. It was the purpose of the four Governments cooperating to include Japan as soon as possible, and the latter had agreed in principle to this plan of unification.

The principles of the coordination plan which was approved by the United States, France, Great Britain, and Italy, subject to minor qualifications, may be summarized as follows:

(a) The various enemy trading lists shall be unified as far as possible. This work, so far as England, France, and the United States are concerned, was already accomplished.

(b) No changes in the unified lists shall be made without previous conference and discussion between representatives of the four Associated Governments.

(c) Announcement of all changes in the published lists shall be made simultaneously by London, Paris, Rome, and Washington.

(d) No enemy trading license (subject to agreed exceptions) shall be issued without a conference on the case between representatives of the four Associated Governments.

(e) In the case of any name listed by any of the four Governments but not by all, the enemy trade restrictions incident to listing shall not be applied by the listing Government or Governments to trade directly between the territory of the other cooperating Governments and the listed person or association. This means, for instance, that trade between Great Britain and a firm in South America listed by the United States but not by Great Britain will not be interfered with by restrictions imposed by the United States at a transshipment point in the United States territory merely because of the listing of the consignee or consignor, and that similarly trade between American firms and firms in South America or neutral Europe will not be interfered with by British restrictions because the firm in South America or neutral Europe has been listed by the British, if it has not been listed by the United States and the United States has not agreed to the restriction.

(f) Officials of any one of the four Associated Governments shall not interfere outside its territory with the trade of nationals of the

other three countries on the ground of its enemy trade character. If the character of the trade in question is objectionable from the standpoint of the Associated Government to which the trader belongs, the matter will be brought to the attention of the proper official of the trader's Government, who will take appropriate action.

(g) There shall be full and frank interchange of information on enemy trade matters between the war trade intelligence service and diplomatic and consular officials of the four Allied Governments concerned.

This work so far as England, France, and the United States were concerned was accomplished so successfully that substantial identity of the published lists was obtained. To carry these principles into actual operation, however, required a great deal of technical routine and very careful and constant supervision on the part of persons thoroughly conversant with all phases of war trade intelligence work. The machinery devised for maintaining and perfecting the coordination in accordance with the principles agreed upon may roughly be described as follows:

There were three main interallied committees to review cases of proposed changes in the coordinated enemy trading lists and to discuss listing policies, measures, and changes of procedure. The committees also discussed proposals for the issue of enemy trading licenses and the principles involved in the decision of such cases. These three committees were composed of representatives of the War Trade Board and of the corresponding governmental services of Great Britain, France, and Italy. One committee sat in Washington and reviewed the cases which concerned trade with persons and associations located in Latin America; a second committee sat in London and reviewed cases concerning trade with persons and associations in the Netherlands East Indies, Portugal, and the neutral countries of Europe, excepting Spain and Switzerland; the third committee sat in Paris and reviewed the cases for Switzerland, Spain, Greece, and Morocco.

A procedure was devised for accomplishing and maintaining uniformity in all the lists, which may be outlined briefly as follows:

Conferences were to be held regularly by representatives of each of the four Governments in each country covered by the lists, at which names suggested for addition to or removal from the respective published and confidential lists would be discussed in the light of all available evidence. The resulting determinations with specific reasons would be transmitted to each foreign office, and simultaneously to the respective embassies or high commissions in the capital (London, Paris, or Washington), where the proper reviewing committee sat. If there were a difference of view, after conference, the United States representative would transmit to Washington and to the United States representative on the proper reviewing committee his own opinion, with specific reasons therefor, and the varying opinions of his colleagues. No recommendations for changes in the published or confidential enemy trading list were to be made by consular or diplomatic representatives without previous conference, if possible, with their associated colleagues.

The consular or other representatives of the four Associated Governments in the locality where the firm resided or did business first

conferred, exchanged information, and discussed the case. They then communicated the result to their respective legations and embassies, between which a further conference was held. The result of this second conference, as well as the recommendations of the local representatives, were then transmitted by the ministers to Washington, London, Paris, and Rome, respectively, and to the proper reviewing committee.

The purpose of this procedure was to secure the following conservative checking devices:

(a) A preliminary determination of the facts by the local representatives of the four Governments in the place where the person or association involved in the case was resident or doing business. The consultation between them was expected not only to bring about full deliberation, but also more complete information than could be obtained by any one of them alone. It was also expected that such consultations would avoid material discrepancies in reports of facts to the respective home Governments, which accounted for a great deal of the divergence in the lists of the past.

(b) The review of the cases by the diplomatic representatives in the country for which the name was to be listed was expected to revise the recommendations from the viewpoint of diplomatic, political, and broad commercial considerations which might be applicable.

(c) The final review by the committee in Paris, London, or Washington would take into account all the facts and recommendations reported by the consular and diplomatic representatives and also any additional information available in the records of the respective home war trade intelligence offices, and the committee would reach its determination in the light of the general listing and licensing policies which had been worked out through experience by the respective Governments.

It is to be remembered that the recommendation of the interallied committees as to listing and licensing were not binding on their respective Governments, although the advantages of uniformity and cooperation dictated that these recommendations should be followed in all cases unless some strong overruling consideration existed.

It is needless, perhaps, to record that the argument for cooperation in listing applied as strongly to the case of licensing enemy trade, for the importance of enemy trading lists lay not in the listing but in the results of listing. In so far as enemy trade was licensed it changed the effects of listing. Therefore, if all dangers of misunderstandings and suspicions between the respective Associated Governments and peoples were to be eliminated in these enemy trade matters, it was essential that cooperation in licensing and in listing should go hand in hand.

The procedure for coordinating the enemy trading lists which has been described above did not apply to the cloaks lists. The cloaks lists for Latin America and for Spain were compiled by the War Trade Board on behalf of the interallied committee in Washington for confidential use by the officials of all four Associated Governments. Listing through conference discussion was a relatively slow process and speed in listing was of the essence of an efficient cloaks list. Cloak names were changed rapidly by enemy traders in order to escape discovery, and the only way in which the purpose of their ingenious devices could be defeated was by prompt action.

The Allies accordingly agreed to intrust the compilation of the cloaks list for Spain and Latin America to the United States War Trade Board with the following understanding:

The cloaks list shall be narrowly confined to cover names which are used in international trade only for concealment purposes. It shall not contain names of established firms, but only fictitious names and names of men of straw. So confined, the list will not affect anyone excepting those who are using the cover names for concealment purposes, for the list is not published but used only confidentially to stop correspondence and trade carried on under the cloak names.

Although the plan of coordination which has been described was conceived and perfected for the purpose of making more efficient the economic offensive of the four Associated Governments and for eliminating certain unfortunate results of their previous lack of coordination in enemy trade matters, it was believed by the War Trade Board, as well as by the representatives of the Allied Governments who worked in cooperation with it, that a more permanent benefit would be derived from the habits of common counsel and cooperation which were acquired in the process of making the plan effective. The war aims of the United States and the problems arising after the war urgently called for just the sort of cooperation necessary to carry along successfully the detailed working of the coordinated enemy trade policy. The more points of contact between the Associated Governments in the development of these habits of common purpose and mutual adjustment that were brought about by war necessities, the more chances there were that the equally complicated and important questions of peace adjustment would be successfully handled in the same spirit.

The Results of the Policy of Control Over Enemy Trade.

In the nature of the case, enemy trade is a matter so intangible, so little subject to statistical measurement, that it is exceedingly difficult to express the results of the control exercised by the War Trade Board in other form than a judgment. This judgment has been indicated in the preceding pages. It is possible to supplement it by illustrations of actual investigations that have been undertaken by the intelligence service of the Board. These illustrations, which carry their own story of results, are classified in accordance with the preceding discussion, namely:

- (1) Restriction of enemy trade in foreign countries through visé of names of consignors and consignees on export and import license applications.
- (2) Locating enemy property in the United States for the Alien Property Custodian and guarding against reinstatement of enemy interest.
- (3) Reduction of illicit traffic with the enemy through refusal of ships bunkers and through supervision of sale and transfer of vessels in cases revealing enemy interests.

1. RESTRICTION OF ENEMY TRADE IN FOREIGN COUNTRIES.

No statistics are available to indicate the extent to which the total business done by firms on the enemy trading list has diminished

after the passage of the espionage and the trading with the enemy acts. Still less is it possible to demonstrate the extent to which the profits of enemy firms were diminished by the effects of the policies of the War Trade Board. The evidence indicates that these effects have been far-reaching and important. So far as these firms did any business they did it through the employment of cloaks and intermediaries. Although the detection of these intermediaries was an apparently endless task, the commissions and exactions which they placed upon their principals, both in the purchase of material and sale of products, were apparently sufficient in most cases to consume much of the normal profit of the transaction. Repeated instances have shown that enemy mine products and sugar in South America found a market, if at all, only at prices substantially below those available to unobjectionable producers. From many reports concerning the effect of our enemy trade warfare a few instances may be selected:

Melchers, Sucrs., of Mexico.—The west coast of Mexico was a section in which enemy sentiment was strongly entrenched. An American consul located there reported at one time that the business of the most important German house in that territory still able to transact business, namely, Melchers, Sucrs., had apparently been reduced to about 30 per cent of its normal volume.

Hasenclever, of Argentina.—In Argentina one of the most powerful enemy firms was the house of Hasenclever, the distributor for all eastern South America of the products of the International Harvester Co. and the Oliver Chilled Plow Co. Following the cancellation of the American agencies held by the firm it was compelled to sell to American houses its stocks of American machinery, parts, and equipment, together with the good will of the business, and an industry built up by years of effort passed from German to American control.

German firms in Chile.—In Chile, under normal conditions, German firms produced an appreciable portion of the entire nitrate output. Through control of fuel-oil shipments by the War Trade Board, in conjunction with the British control by antecedent contracts, their production fell to approximately 7 per cent of the total.

Gildemeister, of Peru.—The Gildemeister firm owned and operated the largest sugar property in Peru, with a production equal to about 25 per cent of the total production of Peruvian sugar. The completeness of American control, by which exportation of their sugar from Peru was made impossible, even enlisted the interest of the Peruvian Government in the controversy, on the plea that the loss of revenue and the unemployment which would result from the operation of this policy would seriously affect that Government. To the end that the interests of a friendly Government might be recognized, temporary relief was afforded to the sugar property, which was put in the hands of a Peruvian administrator pending the consent of the German owners of property to its sale to American or allied interests. After a reasonable opportunity had been afforded the German owners to meet the conditions prescribed, the temporary relief was withdrawn and the output of the estate immobilized in Peru pending further negotiations.

Port facilities at Amapala.—In like manner the German control of the port facilities at Amapala, the only Pacific port of the Republic of Honduras, was eliminated and replaced by American interests.

German interests in Cuba.—For many months there had been rumors that all the large industries in Cuba were being taken over by a German syndicate for the purpose of controlling them for Germany after the war. An extended investigation of this complex situation was made for the War Trade Board by a special commission, and a complete report was submitted showing the exact conditions.

2. (A) LOCATING ENEMY PROPERTY IN THE UNITED STATES.

Fritz Materna, an Austrian officer.—An intercepted letter from Denmark to one Martini in the United States was forwarded to the War Trade Board by

the British. The writer urged the addressee, his attorney in fact, to forward \$15,000 to him immediately, as he was in need of funds. With this letter as a clue, simultaneous examination was made, through the Secret Service, of some six persons in the United States. These were scattered over the country—in San Francisco, Chicago, New York, and Washington. It was ascertained that the writer, Fritz Materna, was in an officer's training camp in Austria, that he was using a postal intermediary in Denmark, and that he had a large amount of property in this country. As a result of this investigation it was possible for the Alien Property Custodian to take upward of \$400,000 worth of property.

Banco Mexicano de Comercio y Industria, Mexico City.—Intercepted correspondence and reports from the American Embassy and consulate in Mexico, together with advices from the British and French authorities in Washington, made it possible to furnish the Alien Property Custodian with sufficient information for him to take over about 42 per cent of the stock in the Banco Mexicano de Comercio y Industria.

Horacio Ferreccio.—An application for an enemy trading license disclosed the fact that an effort was being made to sell Ferreccio's tin mine—the Compañia General de Minas en Bolivia. Upon investigation, the proposed purchasers were found to represent, to a large extent, the interest of the Goldschmidts, of Essen, Germany. As a result of the proper action being taken, this source of raw material was kept out of the hands of the enemy.

German insurance pool.—An intercepted letter from the Postal Censorship mentioned a German insurance pool. Investigation disclosed a large group of German companies formed to write American business, which pool, by its terms, was to last for the duration of the war and for three years thereafter. This exposé was most important in certain results. Incidentally it located approximately \$100,000 in cash.

H. Upmann & Co., Habana, Cuba.—On February 2, 1918, an extensive report concerning this company was made to the Alien Property Custodian. As a result of cooperative investigation carried on after that time very large funds were taken over by the Government.

Platinum situation.—At the request of representatives of the War Trade Board a Secret Service investigation was made of the platinum supply in the country. This was found to be controlled by German interests and was the subject of considerable discussion in Congress. (See Congressional Record, June 7, 1918.) This discussion was based on a memorandum prepared for the purpose by the War Trade Board.

Investigation of chemical and dye trade.—It was found that this trade was in the practical control of a well-defined group of firms of questionable character. An investigator was detailed to study the chemical and dye industry in order to ferret out its interwoven enemy affiliations and break the so-called chemical ring which apparently had been formed for the purpose of exploiting the chemical trade in this country during the war and continuing it for Germany after the war. The investigation brought to light a very significant situation and fairly indicated that such a group did in fact exist.

As a direct result of this investigation one company was compelled to report itself to the Alien Property Custodian as a 100 per cent German-owned company. Even after its report, the company attempted to retain its German color and to provide for its repurchase by German interests. It is believed that the War Trade Board was of considerable assistance to the Custodian in discovering and frustrating these efforts. Another company was forced to report from 80 to 100 per cent of its stock to the Custodian; a third reported 100 per cent and a fourth 48 per cent.

Investigation of the tobacco industry.—An investigation was conducted to determine and dislodge German interests in the tobacco industry.

Wool industry.—As a result of the investigation of the wool situation considerable evidence was obtained in connection with certain well-known German wool firms. This evidence resulted in the appointment of a wool consignee for these industries to assure the Quartermaster's Department that the output would be available for the manufacture of army uniforms.

Julius Lehmann, Munich, Germany.—It was learned that payments were being made to an individual in this country for the benefit of the above. These payments proved to be dividends on stock owned by Lehmann in the Wilson Dressed Beef Co. and the Faultless Rubber Co.

Goldstuck, Hainze & Co.—An investigation based on intercepted letters showed that Ignace Panzer, a partner of the above (a firm on the enemy trading list, with branches in all large ports of Europe and this country), had

incorporated the Superintendence Co. in the United States to carry on the business of the firm during the war. Valuable general information as to the activities of Goldstuck, Hainze & Co. was uncovered and reported to the Allied Governments concerned and the Custodian prepared to make a demand for 79 per cent of the stock.

2. (B) GUARDING AGAINST REINSTATEMENT OF ENEMY INTEREST.

Manila Drug Co., Manila, P. I.—A conspicuous example is that of the Manila Drug Co., Manila, P. I. This business was taken over by the Alien Property Custodian. A supplementary report called attention to the fact that the Botica Boie Co. was controlled by the same interests as owned the Manila Drug Co. Notwithstanding this fact, the Botica Boie Co. later succeeded in purchasing the Manila Drug Co. from the Custodian. Obviously, the enemy interest was not eliminated and for that reason there was no alternative but to continue to treat the business as enemy owned.

Trans-Atlantic Trust Co., New York.—Another case of a similar nature is that of the Trans-Atlantic Trust Co., New York. This trust company was a branch of the Royal Hungarian Postal Savings Bank of Budapest, which is an institution of the Austrian Government. After the Alien Property Custodian took over the reported enemy interest, many examples of improper acts by the trust company continued to be brought to the attention of the War Trade Board. Its representative was accordingly placed in the company's offices. Following the information gathered by him and the Military Intelligence Division, the president and treasurer of the company were arrested and the affairs of the bank put into liquidation. Among other interesting discoveries was a list of some 950 agents of the bank. These agents were scattered through the United States, many being placed by the direction of the Austrian Government. The organization as discovered was dangerous in the extreme but was ultimately rendered harmless.

3. THE REDUCTION OF ILLICIT TRAFFIC WITH THE ENEMY THROUGH BUNKER CONTROL AND CONTROL OVER SALE AND TRANSFER OF VESSELS.

Discharge of stores in Rotterdam.—Secret Service investigations developed the fact that many Belgian Relief vessels had been in the habit of selling old iron, rope, and other ship's stores in Rotterdam, and some of this material had been finding its way into hands of the enemy. This was a direct violation of an agreement with the War Trade Board which was a condition precedent to the granting of bunker licenses.

Operations off the coast of Florida.—Because of the operations of vessels off the coast of Florida which pointed to the fact that enemy activities were in progress, the War Trade Board, in cooperation with the Navy and Treasury Departments, put into effect rules requiring all vessels coaling at Florida ports and departing within 48 hours without entering or clearing (which boats previously were not required to secure bunker licenses) to make application and secure license for all ship's stores and fuel aboard. In doing this it was necessary to give a complete description of the voyage and employment of the vessel, and the master was required to make a sworn statement that none of the fuel or stores would be landed abroad, or transferred to another vessel. In order to break up illicit traffic the Navy Department, at the request of the War Trade Board, arranged to maintain a close patrol of the Florida coast.

Chilean and Peruvian lines of steamers.—The Chilean and Peruvian lines whose vessels ply between Peruvian ports and the Canal Zone found it necessary to replenish their bunkers at the Canal Zone for the return trip. In order to control these vessels, and in view of the fact that they had been carrying sugar from the enemy-owned plantation of Gildemeister & Co., in Peru, the Board required the execution of an agreement giving complete control over all of their boats.

Advices were received by the War Trade Board from the British Embassy to the effect that wolfram was being smuggled into Germany by vessels of the Chilean and Peruvian lines. It was stated that the wolfram was smuggled from Bolivia aboard the boats of these two lines, and was then transferred to neutral vessels, such as the *Compania Trans-Atlantica*, and carried across concealed in the bunkers.

The vessels "National City," "Vega," and "Corona."—The vessels *National City* and *Vega*, under the American flag, were allowed to leave for Peruvian ports in 1917, with permission to remain in Peruvian coastwise trade in exchange for the vessel *Corona*, it being agreed that the registry of the *National City* and *Vega* could be changed with the understanding that the vessels would be employed only in trade for the benefit of the United States or the Allies. It subsequently developed that following the arrival of these vessels in Peruvian waters the *National City*, contrary to the wishes of the American consul, towed two vessels loaded with sugar for the enemy firm of Gildemeister; this being contrary to the terms and spirit of the agreement with the War Trade Board, the American consul promptly informed the proper authorities in the Board, and after due consideration the latter requested the return of the vessels to an American port. Subsequently the matter was held pending the conclusion of negotiations with the Peruvian Government relative to the operation by the American Government of ex-German steamers commandeered in Peruvian ports.

American steamer "Providencia."—Confidential reports received by the War Trade Board indicated that members of the crew of the *Providencia* were engaged in smuggling arms into Mexico, and as a result of an investigation certain members of the crew were taken into custody by the Treasury Department and later pleaded guilty to the charges placed against them and were sentenced to terms of imprisonment.

Comision Reguladora del Mercado de Heniquen.—The *Comision Reguladora del Mercado de Heniquen* is a quasi-governmental organization operating in the State of Yucatan, Mexico. It was originally formed with a view to controlling the sale of heniquen, the principal crop of Yucatan. Though organized primarily for this purpose its activities have in the course of years extended to almost every phase of commerce in the peninsula. Among its various subsidiaries is the *Linea de Navegacion del Sureste*, which has its principal offices in New Orleans and operates a line of steamers owned by the *Comision Reguladora del Mercado de Heniquen*.

The affairs of the latter company were so complex as to make it difficult to determine which corporation was actually responsible. An investigation conducted by the Board brought to light the fact that real ownership was vested in the *Comision Reguladora del Mercado de Heniquen*, and that all of the subsidiaries in reality reported to the parent corporation. The correspondence conducted by the representatives of the Board and the various conferences held with officers of the parent corporation made it possible to obtain proper guarantees and assurances that the vessels owned, operated, and controlled by these various companies would abide by the rules and regulations of the Board. In this connection it is proper to state that the Food Administration had an agreement with the *Comision Reguladora del Mercado de Heniquen* for a certain portion of the heniquen output of Yucatan. Although the agreements were signed by these corporations it was regarded as highly desirable to maintain a careful watch over the movements of their steamers and to compel strict observance of the rules and regulations of the Board, since several cases of attempts to violate these regulations had arisen. As an illustration of this, one of their steamers was dispatched from Mexico to Cuba with a view to transferring sugar into Mexico at a time when it was regarded as highly undesirable from the viewpoint of the Board to permit such traffic.

The American steamer "Cricket."—An interesting case indicating the strength of German propaganda is that of the steamer *Cricket*. This steamer, flying the American flag, left the port of Norfolk bound for Habana, Cuba. An officer of the Naval Intelligence reported that 300 barrels of oil had disappeared from the vessel. In view of the operation of enemy submarines along the Atlantic coast an investigation was immediately started; this indicated insubordination among the crew, and as a result the first and second assistant engineers were immediately discharged. The *Cricket* had been engaged in transporting mahogany logs for use in the construction of aeroplanes, and it is believed that the activities of the assistant engineers were directed toward obstructing the free movement of this essential commodity.

Foreign transportation and mercantile fleet.—The history of this concern is well known in view of the fact that on September 5, 1918, it was taken over by the Alien Property Custodian. It was found to be backed by German capital, which was finally admitted by the president of the corporation.

Norwegian steamer "Melderskin."—Under the terms of the Norwegian agreement the *Melderskin* was allocated to the United States, and her movements and operation thereafter came under the jurisdiction of this Government.

Upon her arrival at the Panama Canal the canal authorities made derogatory reports against the master. After investigation it was considered advisable to require his removal.

Spanish steamship lines.—After negotiations in which representatives of the War Trade Board, the Navy Department, the State Department, and British and French representatives participated, the Board entered into an agreement with certain Spanish steamship lines regarding their vessels plying between Spain and South America. The agents of the Pinillos Line, after meeting with the authorities at Washington, agreed to abide by all the rules and regulations of the Board.

Sale and transfer of vessels.—In connection with the sale and transfer of all American vessels, the War Trade Board has conducted through its intelligence service and in cooperation with the Naval Intelligence and Secret Service, a thorough investigation of the loyalty and integrity of the principals concerned, especially the purchasers. The information thus obtained was made a matter of permanent record and proved invaluable in many instances in connection with the granting of bunker licenses.

American sailing vessel "Elizabeth Howard."—The American Arctic Corporation of New York City desired to send this vessel on a cruise to the Arctic Islands for a period of a few months during the summer of 1918 for the purpose of returning with a cargo of whale oil, and filed an application for the purchase of the vessel. An investigation of the personnel of the corporation showed that the name of general manager of the firm, C. Jensen, was on the enemy trading list, the British statutory list, and the French confidential list. Reports regarding him were most unfavorable. For instance, he had been fined \$200 and sentenced to four months' imprisonment at the Central Criminal Court of London for trading with the enemy previous to his arrival in the United States. The approval of the applications for the purchase of this vessel by the American Arctic Corporation was withheld until C. Jensen had been ousted from his official connection with the company and had severed in every way his connection with it.

III. OBTAINING ESSENTIAL SUPPLIES AND CONTROLLING PRICES.

EXPORT CONSERVATION.

The Domestic Conservation Program of the United States.

The entry of the United States into the war and the consequent transfer of man power to the Army naturally brought about a decrease in ability to produce food and other war essentials, and the problem was further complicated by the need for sharing depleted supplies with the Allies. The food situation, already demanding attention, emphasized the desirability of some means of control to protect the people of this country. The purchases of the Allies had made serious drains upon the food supplies of the United States; there was fear of serious shortages; prices had advanced greatly; and in some cases profiteering, hoarding, and speculation in foodstuffs were occurring. The food and fuel control act, August 10, 1917, gave to the President authority for an extensive control of the food supply and he vested this authority in the Food Administration. The purpose of the act was to assure an adequate supply and equitable distribution; to facilitate the movement of foods, feeds, fertilizers and fertilizer ingredients, agricultural machinery and implements; to prevent scarcity, monopolization, hoarding, and injurious speculation; and to establish and maintain Government control of such necessities during the war. The Food Administration Grain Corporation, its stock owned entirely by the Government, was organized to purchase and sell wheat, flour, meal, and beans. The Fuel Administration was also established under the authority granted by the act of August 10, 1917, and given power to fix prices and license trade. It had been estimated in the summer of 1917 that there would be a shortage of fuel for the year beginning November, 1917, of about 50,000,000 tons, or about 10 per cent of the year's supply. The War Industries Board was created by the Council of National Defense on July 28, 1917, and was given an independent existence by the President in a letter of March 4, 1918. Its functions, as outlined in this letter, were:

- (1) Creation of new facilities and additional sources of supply.
- (2) Conversion of existing facilities, where necessary, to new uses.
- (3) Conservation of resources.
- (4) Advice to purchasing agencies of Government as to prices.
- (5) Determination of priorities in production and deliveries.
- (6) Making of purchases for the Allies.

The War Industries Board thus became a clearing house to coordinate the needs of War, Navy, and other Government departments with the needs of the civil population and to control industry in accordance with these needs.

An important factor in all this control over domestic industry was the coordination of railroad facilities for the proper delivery of war supplies and materials. The unusual demands for the movement of materials to the sites of the new army camps, shipyards, and the munition plants, the transportation of troops, and an unusual need for fuel by the early winter threatened a breakdown of the railroad system in the winter of 1917-18, and at the end of the year 1917 the President assumed control of the railroad system. The part of the new Railroad Administration in the conservation program was to keep freight moving and to relieve congestion.

The Coordination of Export Policy with the Domestic Conservation Program.

The conservation program in the United States was thus determined in large part by the organizations enumerated above. There was left, however, an important part to be played by the War Trade Board in so controlling foreign trade as to bring to successful issue the plans and purposes of these other bodies. The relation of export control to conservation was made clear by the President in statements accompanying his several proclamations placing the commodities of commerce on the license list. (See pp. 2-8 and Appendix.)

1. THE EXPORT CONSERVATION LISTS.

The export license lists of the President's proclamations did not necessarily represent commodities the supply of which in the United States was limited, but rather those over which export control might be desirable for any reason. Another grouping of commodities was made by the Exports Administrative Board and was published on September 17, 1917, containing about 50 or 60 items, of which wheat and wheat flour, sugar, butter, cotton linters, woolen rags, sulphuric acid, glycerin, ammonia, and certain iron and steel materials were among the more important. This "Conservation List," as it was called, was explained to be a list of commodities the conservation of which was necessary on account of the limited supply and the needs of the United States in its successful prosecution of the war. "Accordingly," so the statement read, "the Board has practically prohibited the exportation of these articles." It stated, however, that licenses would be granted: (1) When exports are destined for actual war purposes or when they will contribute directly thereto; (2) in certain unusual cases when such exports will contribute directly to the immediate production of important commodities required by the United States; (3) in certain other cases where the articles may be exported in limited quantities without detriment to this country; (4) in limited quantities for purely medicinal or pharmaceutical purposes.

The conservation list so established was extended from time to time throughout the remainder of 1917 and during 1918, until at the time the armistice was signed, November 11, 1918, the list contained about 1,000 items. The rapidity with which the Government was enabled to relax its control over foreign trade after the conflict was ended is well shown in the shrinking of this list. By January 1, 1919, it contained not over 150 items.

In order to safeguard its export policy and to guarantee that the principles enumerated with the publication of the first conservation list should be carried out, the Board required that the regular export license application should be accompanied by supplemental information when conserved commodities were to be exported. Some of the more important of these forms were as follows:

Form X-1. For foodstuffs.—Evidence required that the foodstuffs in question contribute to the production of important materials or commodities necessary for the United States or its associates in carrying on the war.

Form X-2. For other articles on the conservation list.—Licenses granted only when shipment falls within one of the following six classes:

- (1) Commodities destined for actual war needs of the United States or its associates in the war.
- (2) Commodities that directly contribute thereto.
- (3) Commodities which may be necessary to assist in the immediate production of some important commodity which is required by the United States.
- (4) Commodities which are urgently required abroad and application for export of which is supported by the representative of the Government of the country of destination.
- (5) Commodities the shipment of which in limited quantities will not seriously impair the resources of the United States.
- (6) Commodities necessary abroad purely for medicinal or pharmaceutical purposes.

Form X-3. For sole and belting leather and hides.

Form X-4. For tin plate or articles containing tin.

Form X-5. For articles containing wool.

Many other forms were required from time to time for the exportation of specific commodities or for exports to particular countries, in each case with the general purpose of safeguarding the interest of the United States as a belligerent power.

2. EXPORTS TO ALLIED GOVERNMENTS AND TO PRIVATE IMPORTERS IN ALLIED COUNTRIES.

The development of our conservation program was not undertaken with a view of prohibiting the export of conserved articles to the Associated Governments, for the United States recognized from the start the necessity of joint action against the common enemy. The purchases by the Allied Governments in this country required co-ordination of effort, that the best interests of all might be served. The several allied war missions in the United States brought about the creation of central purchasing bodies—the Allied Purchasing Commission in the War Industries Board for all purchases other than foodstuffs, the Allied Provisions Export Committee, the Wheat Export Company, and the International Sugar Committee.

A control of exports to private firms and individuals in allied countries was exercised for the purpose of preventing useless consumption of labor and materials in producing articles not essential to the Allies and therefore detrimental to the execution of the coordinated war program. This control was maintained by close cooperation between the several war missions and the Board whereby no export was allowed to an allied firm or individual without prior approval of the appropriate allied mission. On November 1, 1918, a rule was established whereby applications for such exports to France were indorsed only on definite instructions from the French Government.

3. RATIONS TO FIRMS MANUFACTURING WAR MATERIALS.

It was one matter to husband domestic supplies: it was another to seek the aid and cooperation of near-by countries in adding to our limited stores. The most highly conserved commodities were shipped to firms manufacturing war materials for the United States and control was exercised only for the purpose of seeing that the intentions of the United States were fulfilled. Thus, as early as November, 1917, the War Trade Board announced that no licenses were being granted for wheat and wheat flour without the submission of special conclusive evidence that it was urgently needed for sustenance of the employees of companies whose products directly aided the United States or those associated with it in carrying on the war. The licenses issued for wheat flour to Cuba overdraw the allotment no less than eight months out of twelve in the year 1918, the United States being anxious to encourage the production of sugar in Cuba for importation into this country.

Caustic soda, an article highly conserved because of its importance in the production of glycerin for making explosives, was exported by firms who agreed to import its equivalent in glycerin from the country to which the caustic soda was exported, and was shipped also to firms operating sugar mills, meat-packing plants, and petroleum plants on the execution of guaranties that it was to be used exclusively by such plants.

Tin plate is a commodity in great demand in various parts of the world for use in the manufacture of food containers, and exports from the United States have been large. Tin plate was one of the articles included in the first conservation list, published September 17, 1917. The regulations announced October 24 of the same year indicate the method of controlling this commodity for several months:

1. That no license will be granted for the exportation of tin plate for use for any other purpose than as food containers except on satisfactory evidence that the plate will be used in such a way as to contribute to the military needs of the nations at war with Germany and her allies.

2. That, in passing above applications for license to export tin plate to be used as food containers, preference be given to those cases in which satisfactory evidence is presented that the food to be packed will be for the use of the nations at war with Germany and her allies.

On March 7, 1918, an important modification of these regulations was announced to the effect that thereafter licenses to export tin plate would be granted only for shipment to the countries of the Western Hemisphere and to China and Japan. This ruling was part of a plan by which the United States was to supply the needs of these countries for tin plate and Great Britain was to supply the rest of the world, and represented one of the most successful conservation measures adopted during the war.

The charts shown on page 75 indicate that conservation of tin plate did not result in an embargo on exports, but that exports to countries other than active Allies remained normal if they did not actually increase.

The illustrations given here do not exhaust the instances where conserved commodities were exported for the purpose of obtaining greater quantities of essential supplies for the Associated Govern-

ments, but they indicate sufficiently the character of the control exercised for this purpose.

4. EXPORTS OF CONSERVED COMMODITIES AS COMPENSATION FOR NECESSARY SUPPLIES IMPORTED OR FURNISHED THE AMERICAN EXPEDITIONARY FORCES OR THE ALLIES.

The United States shared her limited supplies of many essential commodities with other nations in return for their undertaking to supply her needs for articles of which the domestic stock was inadequate or for which dependence must be placed upon imports. United States rations to Switzerland included approximately 675,000 tons of grains, 98,000 tons of mineral oils, 60,000 tons of sugar, and 24,000 tons of fats, all commodities in which American stocks were low. Switzerland's guaranties against reexports to the Central Powers were scarcely less important as compensation than her agreement to furnish at least 50 per cent of her exports of milk products to the Entente in the form of condensed milk, and to export to France or Italy 180,000 tons of wood in specified forms to be divided among the United States and the Allies.

The United States rationed Spain with 35,000 bales of cotton and 40,000 tons of petroleum products per month, in addition to many other commodities greatly needed by Spain, such as locomotives and railway material, copper, iron and steel, chemicals, materials for telephone and telegraph, electrical supplies, aluminum, and tobacco, in return for which Spain undertook to supply certain needs of the American Expeditionary Forces in France. A twofold purpose was accomplished by this means—the furnishing of commodities badly needed by the American Expeditionary Forces and the saving of the tonnage that would have been required to ship them across the Atlantic. The list of these supplies tells its own story:

Supplies to the American Expeditionary Forces from Spain.

Blankets.....number..	300, 000	Castile soap.....lbs..	20, 000
Onions.....tons..	4, 000	Olive oil.....gals..	20, 000
Raisins.....tons..	2, 000	Bridle leather backs..number..	20, 000
Rice.....tons..	2, 000	Collar leather backs..number..	20, 000
Saddle blankets.....number..	20, 000	Harness leather.....lbs..	100, 000
Canvas.....yds..	240, 000		

In addition to these exports Spain agreed to permit exports without restriction as to destination or quantity of pyrites, lead, zinc, minerals of every kind, manufactured wool; and, as permitted by her national requirements and international obligations, with due regard to production, exports of rice, raisins, onions, olive oil; manufactures of cotton, hemp, and jute; leather, hides, raw and manufactured; rolling stock and all conveyances used in connection with transportation.

The Icelandic agreement, signed on May 23, 1918, by the British, French, and Italian Governments and the Icelandic Government and effective from May 1, 1918, to May 1, 1919, gave to the Allies the option to purchase supplies in Iceland as follows:

Wool clip of 1916 and 1917, all in stock except 60 tons, the property of the Danish Government.

All produce of Iceland of the following classes produced up to January 1, 1919, and not required for home consumption:

(a) All wet salted or dried fish, including herring.

(b) Fish oils of all descriptions except the following properties of the Danish Government—

Steam-boiled medicinal cod-liver oil	bbls	800
Raw medicinal cod-liver oil	bbls	250
Industrial oil	bbls	400
Brown industrial oil	casks	400
Light herring oil	casks	900

(c) Cod roes.

(d) Fish meal of all kinds.

(e) Mutton.

(f) Wool.

(g) Skins.

It was provided that goods offered to, but not purchased by, the agent of the Allied Governments might be exported only to consignees in the countries of the Allied Governments, in the United States, or to approved consignees in approved neutral countries.

In return for these concessions the Allies agreed to ration the Icelandic Government with the following supplies:

Foodstuffs:	Metric tons.	Mineral oils:	Metric tons.
Cereals	11,500	Petroleum	7,500
Sugar and sirup	1,750	Benzine	100
Potatoes	1,500	Lubricating oil	150
Others, as specified, including tobacco	1,152	Fibers and textile products, as specified	645
Coal	60,000	Rubber and leather and manufactures	128
Salt	50,000	Scythe blades (number)	35,000
Wood and manufactures	10,030	All others, as specified	645½

It was arranged that the coal should be purchased from the British Government, the cereals, petroleum, and benzine from the British General Trading Association, (Ltd.), and the salt from Italy. The War Trade Board concurred in this agreement on September 11, 1918, and also accepted an arrangement that the Standard Oil Co. of New Jersey should thereafter supply Iceland's requirements of petroleum products. This contract was in substitution of the petroleum contract mentioned above with the British General Trading Association (Ltd.), and called for:

	Metric tons.
Refined oil	5,692
Motor gasoline	74

The War Trade Board also agreed to license cereals for importation into Iceland, in accordance with the rations provided in the agreement, and other commodities in so far as they could be spared.

The Norwegian agreement contained a list of commodities, given below, for the exportable surplus of which Norway agreed to give first preference to the United States and the Allies:

Norwegian exports granted to the Allies.

Chemical products:	Metric tons.
Nitrates	112,000
Cyanimide	10,000
Calcium carbide	30,000
Silicium carbide and similar products	3,000
Total	155,000

Metallurgical products:		Metric tons.
Aluminum	-----	12, 000
Zinc	-----	20, 000
Sodium	-----	500
Ferrosilicon	-----	20, 000
Ferrochrome	-----	5, 000
Special steel hobnails and nails	-----	3, 000
Total	-----	60, 500
Minerals:		
Iron ore concentrates and briquets	-----	200, 000
Pyrites	-----	130, 000
Molybdenite and other such ores	-----	300
Total	-----	330, 300
Wood and manufactures of wood:		
Round timber	-----	150, 000
Sawed planed wood	-----	400, 000
Pulp	-----	125, 000
Cellulose	-----	200, 000
Paper	-----	125, 000
Matches	-----	5, 000
Total	-----	1, 005, 000
Fish and fish products	-----	48, 000

In the granting of export licenses for these commodities the Norwegian Government agreed to give to the United States and the Associated Governments preference over all other countries. The preference, however, did not apply to the following articles to be exported to the Central Powers: Calcium carbide, calcium nitrate, ferrosilicon, iron ore, zinc, aluminum.

Norway further agreed to permit the export to the United States and her associates in the war of any other commodities needed by them which she could spare.

5. MODIFICATIONS OF THE EXPORT CONSERVATION POLICY—FOOD RATIONS TO OTHER AMERICAN COUNTRIES AND TO WEST AFRICA.

In announcing a policy of rigidly conserving those commodities of which the supply was limited, the War Trade Board failed to take into account the important fact that the United States in the past had been the main source of supply of certain foodstuffs to near-by countries in the West Indies and North, Central, and South America. Strong representations were made through diplomatic channels that this policy was likely seriously to affect the economic life of these various countries and colonies. In cooperation with the Food Administration, therefore, the War Trade Board, in the latter part of 1917 and during 1918, worked out a method of rationing that supplied these countries with their minimum requirements.

The following countries in America were thus granted allotments of foodstuffs which they urgently needed, the allotment usually being made monthly:

Latin-American, West Indian, and North American countries to which allotments of foodstuffs were made during 1918.

Bahamas.	French Guiana.	Panama.
Barbados.	Grenada.	Santo Domingo.
Bermuda.	Guadeloupe.	St. Lucia.
British Guiana.	Haiti.	St. Pierre and Miquelon.
British Honduras.	Jamaica.	St. Vincent.
Canada.	Leeward Islands.	Trinidad.
Cayman Islands.	Martinique.	Turks Islands.
Cuba.	Mexico.	Yucatan and Campeche.
Curacao.	Newfoundland.	

While it is not possible to give a complete history of the allotments, one illustration will indicate their character.

Allotments of foodstuffs to Cuba, month of April, 1918.

Commodity.	Allotted.	Balance on April 1 from previous allotments.	Commodity.	Allotted.	Balance on April 1 from previous allotments.
	<i>Pounds.</i>	<i>Pounds.</i>		<i>Pounds.</i>	<i>Pounds.</i>
Wheat flour.....	9,800,000	14,971	Condensed and evaporated milk.....	3,000,000	1 21,769,362
Corn.....	28,000,000	12,219,209	Lard.....	750,000	1 29,449,000
Beef:			Lard compound.....	600,000	317,047
Fresh.....	1,000,000	1,703,483	Oleomargarine.....	50,000	1,595
Canned.....			Cottonseed oil.....	1,500,000	194,283
Pickled.....					
Pork:					
Pickled.....	1,000,000	119,298,706			
Other.....					

¹ Overdrawn.

The third column of this table, showing balance on April 1 from previous allotments, indicates the extent to which the quantities previously allotted had been licensed for shipment to Cuba. The overdrafts represent in part our special efforts to supply rations to sugar mill and mining company employees in Cuba and in part a temporary policy of free licensing of conserved commodities.

The British and French West African colonies, Liberia, and the Belgian Congo were in an even more serious plight because of the war. The very life of these countries depended on their commerce with the outside world. Previous to the European war their trade had been largely with England and the European countries, from which they obtained most of their foodstuffs and to which they shipped their tropical products. The necessities of the tonnage situation brought about the transfer of many of the ships from these trades to others needed by the Allies in the performance of essential war services. The agreement of the United States to ration these countries was due largely to the advantage of direct shipment from the United States to Africa, since we were supplying the allied nations with the same commodities.

The tonnage situation was so serious at the time these allotments were first made that we failed largely in accomplishing our desired purposes. Ships could not be obtained with which to lift the commodities. The following tables, however, indicate the extent of our undertakings to supply these countries with their requirements in foodstuffs.

*Annual allotments of foodstuffs for British and French West Africa, effective
Apr. 1, 1918.*

Commodity.	Country.					
	Da- homey.	French Congo.	French Guiana.	Gambia.	Gold Coast.	Ivory Coast.
	<i>Pounds.</i>	<i>Pounds.</i>	<i>Pounds.</i>	<i>Pounds.</i>	<i>Pounds.</i>	<i>Pounds.</i>
Wheat flour.....	200,000	400,000	1,200,000	600,000	6,500,000	800,000
Rice (foreign).....	400,000	1,000,000	1,500,000	1,000,000	5,000,000	2,000,000
Beef:						
Canned.....	} 20,000	100,000	20,000	1,680	304,000	80,600
Pickled.....						
Other.....						
Pork:						
Canned.....	} 20,000	100,000	20,000	1,568	200,000	80,000
Pickled.....						
Lard compound.....	20,000	50,000	30,000	11,424	347,200	40,000
Cottonseed oil.....			30,000	177,376		100,000
Oleomargarine.....					28,000	
Sugar.....	200,000	100,000	200,000	200,000	³ 800,000	200,000
Oatmeal and rolled oats ¹					134,000	
Coffee ²				5,600	12,800	

Commodity.	Country.				Total allotment.	Quantity licensed prior to July, 1918.
	Nigeria.	Senegal.	Sierra Leone.	Togo- land.		
	<i>Pounds.</i>	<i>Pounds.</i>	<i>Pounds.</i>	<i>Pounds.</i>	<i>Pounds.</i>	<i>Pounds.</i>
Wheat flour.....	4,000,000	980,000	2,000,000	⁴ 67,620	16,747,620	3,154,841
Rice (foreign).....	4,000,000	400,000		⁴ 5,600	15,305,600	None.
Beef:						
Canned.....	} 56,000		40,000		621,680	94,884
Pickled.....						
Other.....						
Pork:						
Canned.....	} 84,000		22,720	5,600	513,888	11,480
Pickled.....						
Lard compound.....	44,800	10,000	119,840	5,264	678,528	26,469
Cottonseed oil.....		80,000		1,125	388,501	131,025
Oleomargarine.....	62,200		2,240	2,464	94,904	3,812
Sugar.....	1,075,200	1,000,000	672,000	2,464	4,449,664	1,657,406
Oatmeal and rolled oats ¹	224,000		492,800	1,680		No data.
Coffee ²	22,400		4,480	672		No data.

¹ Effective Aug. 13, 1918.

² Effective July 3, 1918.

³ Increased from 400,000 on June 13, 1918.

⁴ Effective July 2, 1918.

NOTE.—Allotments cover only highly conserved commodities. Other commodities were licensed freely.

Allotment for Belgian Congo, January–June, 1918.

	Pounds.		Pounds.
Flour.....	50,000	Sirups and jams.....	100,000
Meat extracts, soaps, etc.....	30,000	Potatoes and onions.....	300,000
Prepared and preserved meats.....	500,000	Preserved vegetables.....	200,000
Preserved fish.....	300,000	Preserved fruits.....	100,000
Cheese.....	100,000	Cocoa.....	50,000
Milk.....	500,000	Tea.....	20,000
Oleomargarine.....	250,000	Table salt.....	10,000
Edible oil, animal and vegetable.....	75,000	Spices, vinegar, etc.....	40,000
Edible fats, animal and vegetable.....	200,000	Beer.....	1,000,000
Sugar.....	260,000	Spirits.....	120,000
Honey.....	25,000	Various, miscellaneous.....	250,000
		Other drinks, nonalcoholic.....	200,000
		Baking powder, etc.....	2,000

Allotment for Liberia, six months beginning May 1, 1918.

	Pounds.		Pounds.
Hardtack-----	96,000	Salted fish-----	180,000
Corn meal and corn flour--	540,000	Butter-----	120,000
Foreign rice-----	600,000	Condensed milk-----	540,000
Canned beef and pork-----	240,000	Lard compound and substi-	
Pickled beef-----	180,000	tutes-----	72,000
Pickled pork-----	180,000	Sugar-----	120,000
Smoked fish-----	180,000	Tea-----	6,000

6. THE CONTROL OF RATIONS OF HIGHLY CONSERVED COMMODITIES.

Export allocations.—With the completion of plans for rationing these various countries and colonies with their minimum requirements of conserved commodities, the question of distribution became one of great importance. It was important that the rations be distributed equitably in the country of destination and it was also of some importance that a degree of justice be afforded to American exporting houses when the available export trade became so reduced in quantity. It was first decided in the case of rationed foodstuffs and one other commodity, the export of which was greatly restricted, namely, caustic soda, that reasonable justice would be done by granting licenses to exporting houses on the basis of past business.

With this plan in mind, the names of all firms were obtained which had done any export business during the fiscal year 1917, and a questionnaire was sent to each asking for a statement of their exports to a specified list of countries for the year ending June 30, 1917. The caustic-soda questionnaire is shown in the appendix, Exhibit VIII. From the data so obtained from the exporters' statements, ratios were determined to the total exports of the particular commodity to the particular country and these ratios represented the proportion of the total allotment of the commodity to the country in question which could be licensed by each exporting firm.

This plan operated equitably in the case of caustic soda. Of course, there were objections from some exporters, who thought that some other year than 1917 should be used as a basis for allocations, but upon investigation it was decided that 1917 was as fair a basis as any that could be chosen.

In the case of foodstuffs the export allocation method was used at first to ration Cuba with wheat flour. This plan, however, resulted in an improper distribution of the flour within the island, some parts being overstocked and others having none. As a result of this situation the War Trade Board on May 13, 1918, prohibited the further issue to private exporters of licenses for wheat flour to Cuba and required that thereafter a special export license should be issued to the United States Food Administration Grain Corporation for export to the Cuban Council of National Defense.

Control established in countries of destination.—It had originally been planned to use the system of export allocations for the distribution of foodstuffs rations in the West Indies, Central America, and the three Guianas, but it soon became apparent that some method of control within each country was necessary. In Cuba a special arrangement was made whereby shipments of foodstuffs to operators of sugar mills and mining companies for the maintenance of their

employees, known as "special evidence" cases, were made on formal recommendation of the War Trade Board representative in Habana. These exports did not figure as part of the allotment of foodstuffs. The same systems were used with mining, oil, and other companies in Mexico.

In the cases where local import control was established, it replaced the system of export allocations. In the British and French colonies of the West Indies food control committees were formed, which issued import licenses and kept a regular check of licenses against allotments. These import certificates were forwarded to the exporter in the United States and were attached by him to his application for an export license. The importer, by this plan, was permitted to place his order with a consignor of his own choosing. From an administrative standpoint this proved to be the best system.

In Liberia and British and French West Africa importers were required to obtain the approval of the local government for all orders, but instead of sending such orders to the United States they were permitted to cable the fact of approval to the exporter and he made a declaration to this effect in his application for license. There was no attempt in the country of destination to check approvals against allotments. The system worked with fair success in British West Africa, but failed in the French colonies, because the respective governors issued approvals for several times as much as could be shipped.

The Government of Canada maintained both import and export control in much the same manner as the United States and the two Governments cooperated in their reciprocal trade relations, so that the few commodities which were rationed to Canada were generally controlled from the Canadian side by the requirement of an import permit.

Statistics of Export Control.

Charts XIV to XIX serve as an indication of the extent to which the policy of export conservation enabled the United States to realize the ends for which the policy was established. The commodities chosen are among those highly conserved, and United States exports have been divided in some cases into two classes—exports to certain of the allied countries and exports to all other countries—with the intention of making clear the extent to which the limited supplies of the United States were shared with the allied nations.

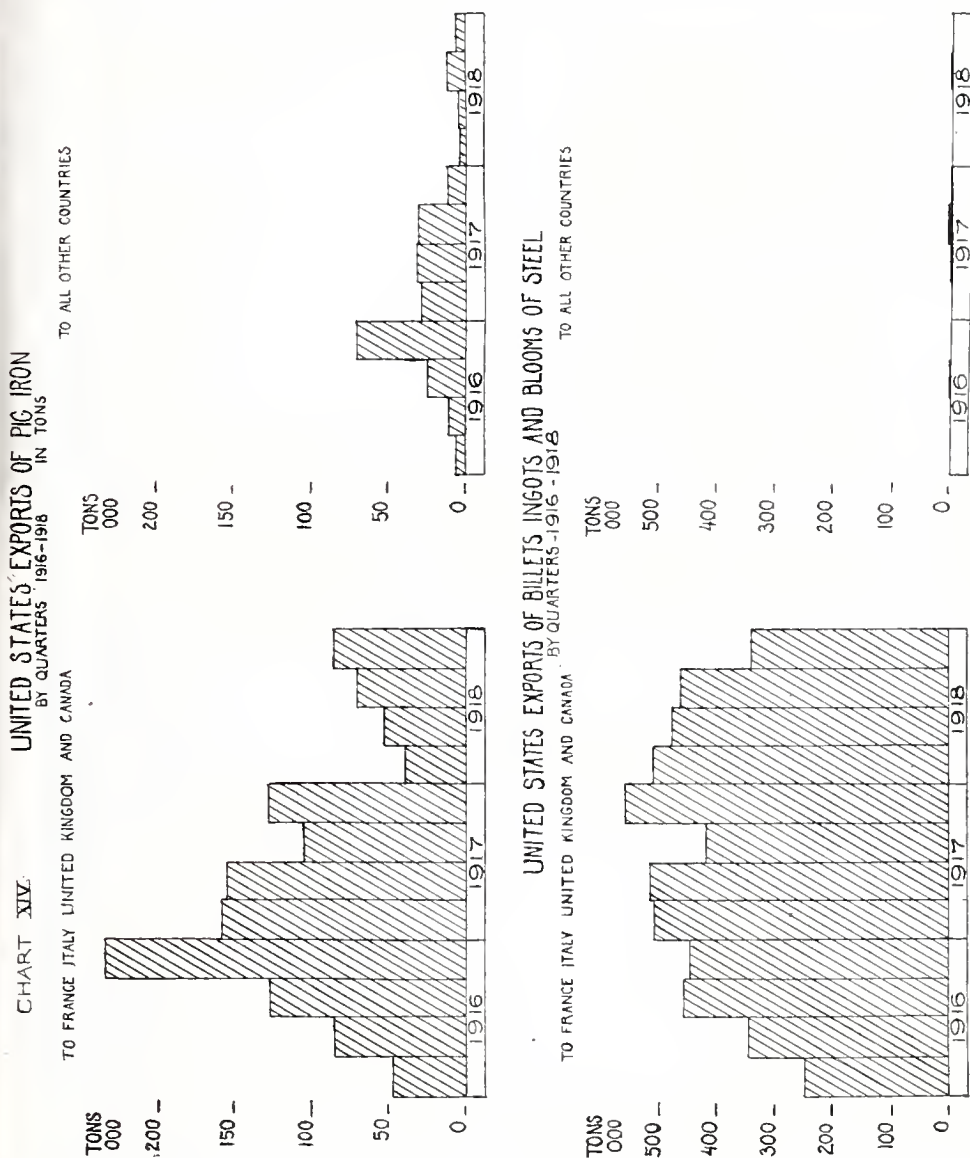
Pig iron (Chart XIV).—The data for pig iron indicate that exports to the Allies while of considerable volume during 1918 were yet much reduced in amount as compared with 1916 and 1917. While exports to other countries were normally small, there is clear evidence that export control brought reductions and thereby increased the amount of pig iron available for war purposes in the United States (p. 73).

Steel billets, ingots, and blooms (Chart XIV).—Exports to the major Allies and Canada are normally large and continued so throughout the period of American participation in the war, showing that this important essential was shipped in large quantities to the associated countries. Other countries have depended on the United States to an insignificant degree for steel (p. 73).

Wheat and wheat flour (Chart XV).—Wheat shipments to the Allies were greatly reduced in quantity during the latter part of 1917 and the first six months of 1918, but were replaced by large increases in wheat-flour shipments. The huge increases during the last six months of 1918 were due to the enormous crop of 1918 and the relaxation of restrictions following the signing of the

armistice. Shipments of wheat to other countries show important reductions. The smaller reductions in wheat-flour exports are due to the policy of rationing certain countries, discussed heretofore. The effect of the large harvest and relaxation of restrictions is again evident here (p. 74).

Tin plate, terne plate, and taggers tin (Chart XVI).—Tin plate shows practically no reduction in the quantity exported after the United States entered the war and the exports to the "other countries" group were much greater than to the Allies. This is due, as has been explained, to the use of tin plate for the



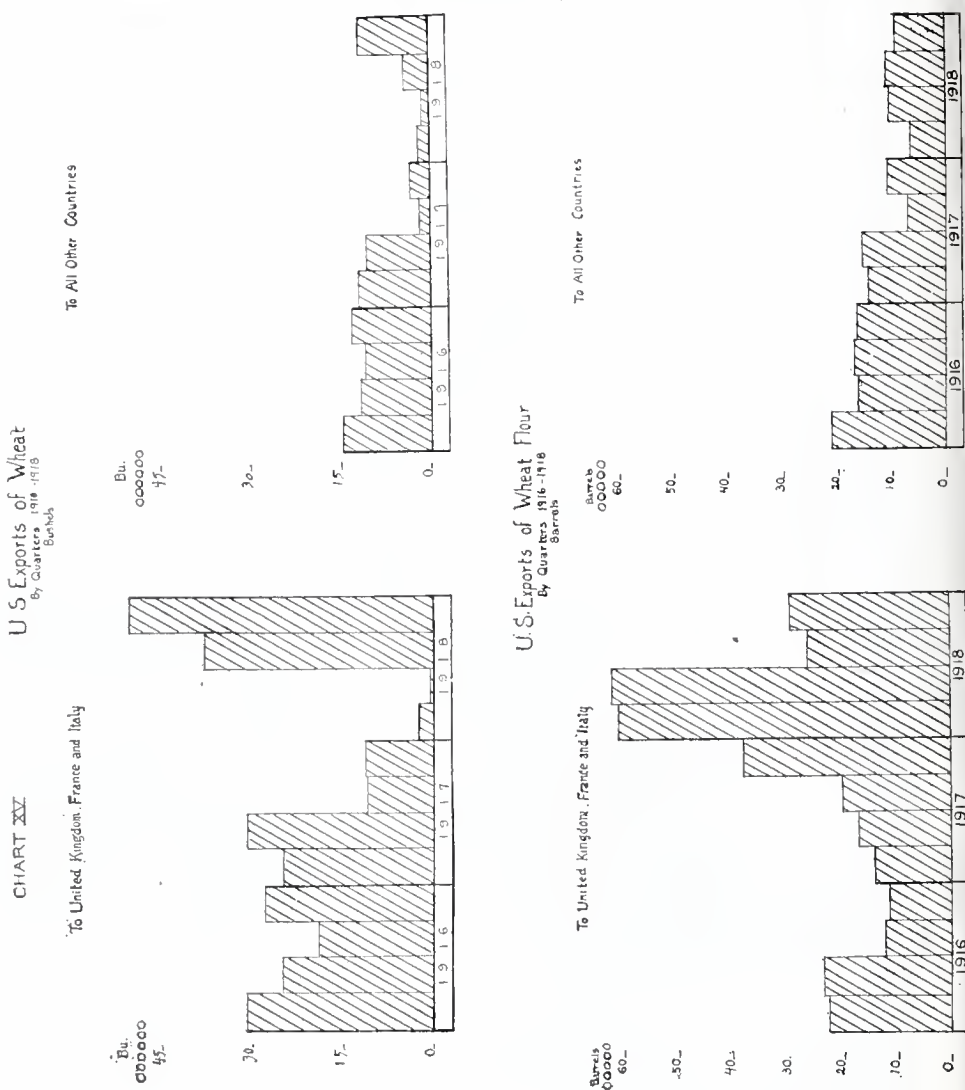
manufacture of food containers in food exporting countries; and evidence has been deduced to show that while the quantity of tin plate so exported was not reduced, guaranties were exacted and enforced that it would be used in accordance with the principles of our export policy (p. 75).

Unmanufactured cotton (Chart XVI).—Exports of raw cotton to the Allies were reduced somewhat in 1918, but to other countries remained very close to the prewar level. This again was due to the policy of rationing certain countries as compensation for supplies or for undertakings to restrict trade with the Central Powers. Spain, Switzerland, and the northern neutrals came within these categories (p. 75).

Tanning extracts (Chart XVII).—Tanning extracts represented an essential war commodity that was freely shared with the Allies, but the supply of which to other countries was almost completely stopped (p. 76).

Sugar (Chart XVII).—Sugar was one commodity the supply of which in the United States was so limited that it was impossible to divide even with the Allies on a prewar basis. The chart shows that for the first three quarters of 1918 exports to the Allies were all but prohibited, and this was equally true for other countries as well (p. 76).

Wool, fertilizers, caustic soda, and chlorate of potash (Chart XVIII).—The graphs on this chart do not separate export statistics into Allies and



others, but give a single total for all exports. Unmanufactured wool and woolen rags, both highly conserved because of the needs of the Army, show unusual reduction in exports during 1918. Fertilizers show decreases, which would undoubtedly have been greater but for the policy of rationing certain of the northern neutrals. Caustic soda and chlorate of potash are important ingredients in the manufacture of explosives and have been conserved for that purpose. Unfortunately, statistics for these commodities are not available prior to June 30, 1917, and the extent of export control during the war period is therefore not made evident by comparison with prewar data (p. 77).

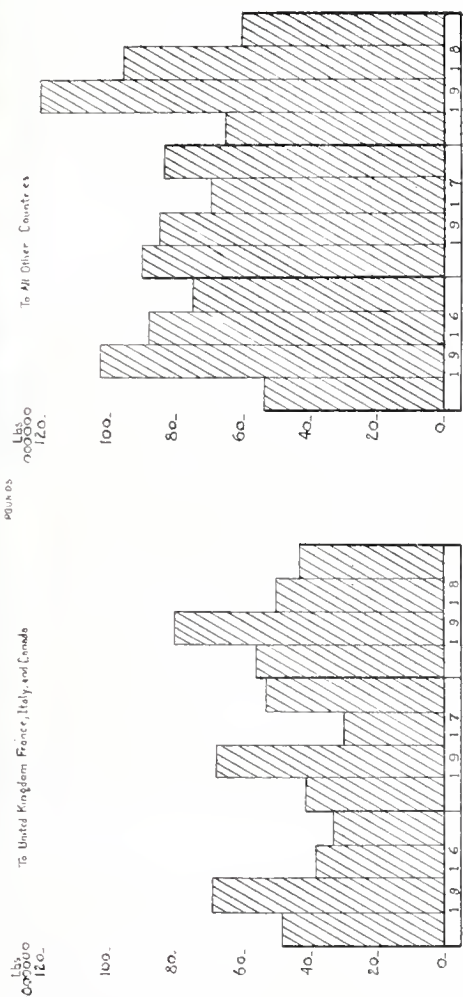
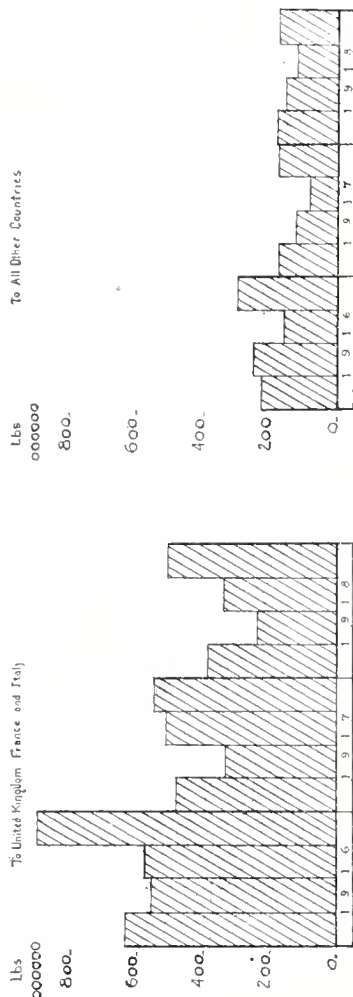
Sulphuric acid (Chart XIX).—Sulphuric acid was highly conserved to the extent that Government requirements were supplied first. The large quantities exported to the Allies went largely to Canada, where it was used in the

manufacture of explosives, and, of course, these quantities were exported freely. The supply of sulphuric acid in the United States was adequate for all domestic and Allied needs and left a considerable surplus for the export trade. This explains the fact that the quantities exported to "other countries" show no reduction during 1918. The most of this export went to Mexico, South America, and Cuba for the use of mining companies, these countries being almost totally devoid of sulphur supplies. In each instance its export was affected under guaranties that it be used in ways that contributed to the advancement of the interests of the United States in the war (p. 78).

CHART XXI

US EXPORTS OF TINPLATES, TERNPLATES AND TANNERS' TUN

BY QUARTERS 1914-1918

US EXPORTS OF COTTON-UNMANUFACTURED¹
BY QUARTERS 1916-1918

FACILITATING THE IMPORTATION INTO THE UNITED STATES OF ESSENTIAL COMMODITIES.

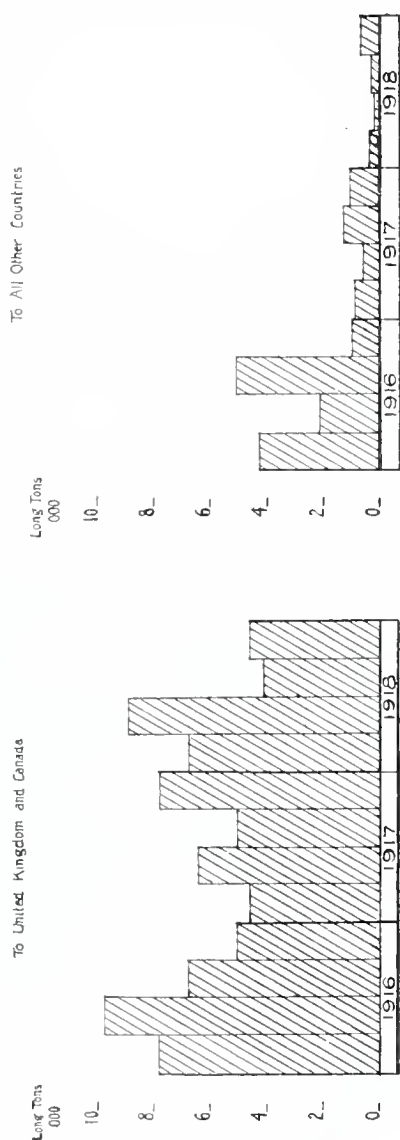
The Difficulty of Obtaining Essential Commodities at the Time the United States Entered the War.

Previous to the entry of the United States into the war, the Allied Governments, especially the British Government, had exercised considerable control over imports into the United States in order to keep the goods from eventually reaching the enemy through re-exportation or from falling into the hands of enemy agents in the United States to be stored for use after the war or to be used as a basis of obtaining credits. Importers in the United States who

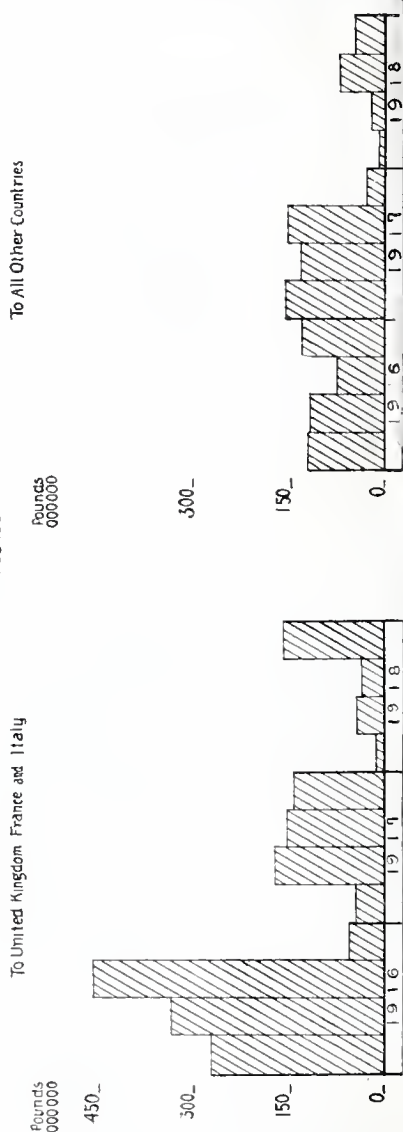
¹ See p. 73.

desired to obtain from territory within Great Britain's control goods whose exportation Great Britain had restricted were obliged (1) to apply for a license to have the goods shipped; (2) to have the shipment consigned to some British official or agency designated by the British Government; and (3) to furnish a guaranty that the goods would not be reexported or sold again except under conditions prescribed by the British or Colonial Governments. In the case of some

CHART XXVII
U S Exports of Bark Extracts for Tanning
By Quarters 1916-1918



U S Exports of Refined Sugar¹
By Quarters 1916-1918



goods permission to sell again had to be obtained; in other cases the goods could be sold again, but only to a purchaser who would bind himself to the obligations imposed upon the original importer. These restrictions were onerous to the American business man. The difficulty on the part of the British Government of enforcing the guaranties, the natural desire not to be furnishing supplies to a neutral to such an extent that the neutral could export similar supplies of its own, the necessary time incurred in investigating the rela-

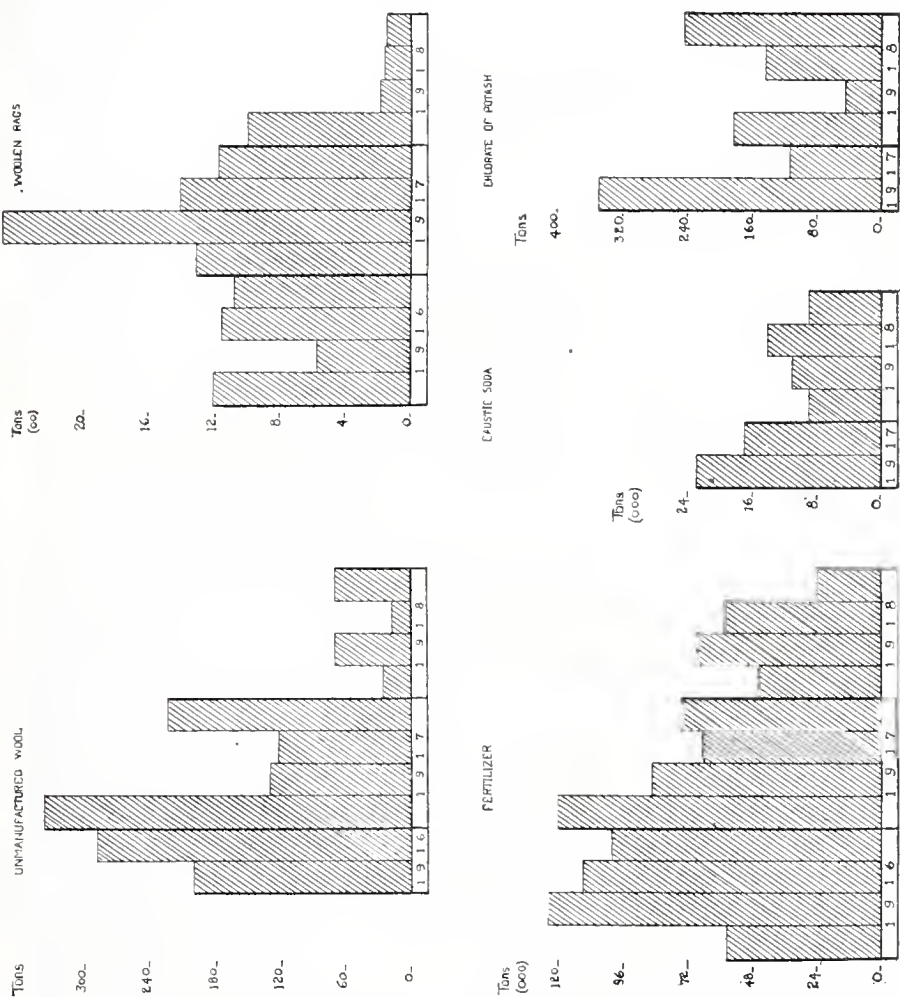
¹ See p. 74.

ability of firms or individuals desiring to import, all combined to cause delays and retard imports.

Early Private Attempts to Facilitate Imports.

This state of affairs had led to the formation of certain trade organizations which attempted to expedite their business by entering into agreements with the British Government. Thus the Textile Alliance (Inc.), an American corporation, entered into an agree-

CHART XVIII
U.S. EXPORTS OF CERTAIN COMMODITIES¹
BY QUARTERS 1914-1918.



ment as early as February 12, 1915, relating to the importation of British wool. Prospective importers of British wool were required to send their applications for licenses to the Textile Alliance. The Alliance then submitted them to the British Embassy at Washington, which in turn forwarded them, if approved, to London for the approval of the British War Trade Department. If the license was granted, the wool was shipped to, or for account of, the Textile Alliance. Before the individual importer could receive his shipment he must give to the Alliance a guaranty similar to the one already described. The fact that the British Government was

¹ See p. 74.

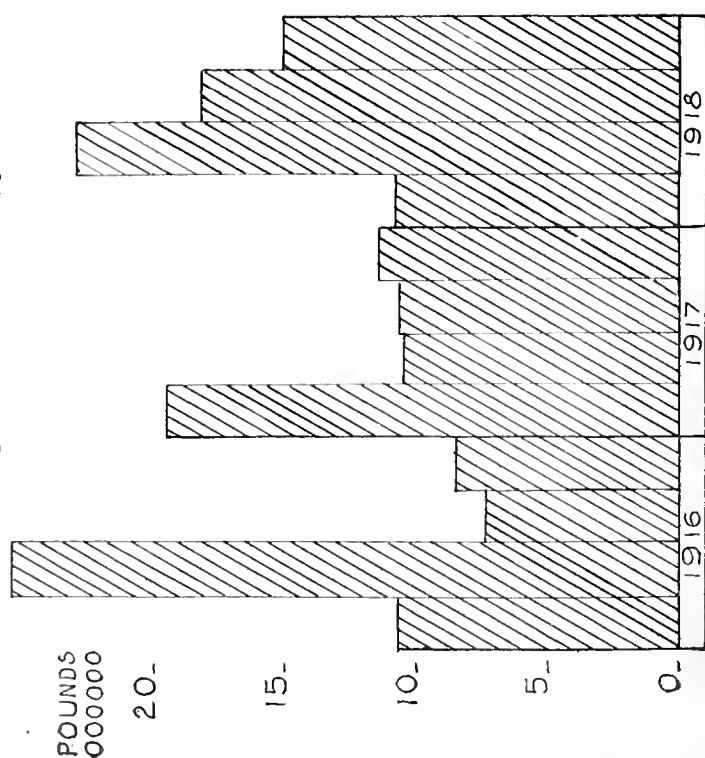
CHART XIX U.S. EXPORTS OF SULPHURIC ACID¹

BY QUARTERS 1916-1918

IN POUNDS

TO FRANCE ITALY UNITED KINGDOM CANADA
AND NEWFOUNDLAND

TO ALL OTHER COUNTRIES



POUNDS
000000

20-

15-

10-

5-

0-

1918

1917

1916

¹ See pp. 74-75.

dealing with a responsible trade association rather than with numerous more or less unknown individuals did expedite imports to a considerable degree for over a year. Other commodities, such as jute and certain jute products, animal hair, sheep and goat skins bearing wool or hair, cotton, cotton yarn, cotton waste, flax and linen, when imported from British territory were from time to time added to the articles for which the Textile Alliance acted as intermediary between the British Government and the American importer. Other trade associations were formed from time to time. The extent to which this movement had progressed before the United States Government began to control foreign trade may be seen from the following list of agreements on nonreexportation made between the British Government and American associations, and in force on May 1, 1917:

The Textile Alliance agreement covering wool and animal hair and jute and its products, with 929 firms adhering.

The rubber guaranty, to which nearly 600 firms adhered.

The tin guaranty, with more than 200 firms adhering.

The leather guaranty, with more than 600 firms adhering.

The antimony guaranty, with about 80 adhering firms.

The asbestos guaranty.

The tinning material guaranty.

The mica guaranty.

The metal guaranty, covering chromium ore, cobalt, spiegel, magnesium, wolfram, molybdenum, "scheelite," nickel, metal, and ferro-alloys coming from these minerals.

The Division of Export Licenses in the Department of Commerce and later the Exports Administrative Board had attempted to aid these efforts to expedite imports of commodities which were essential to the needs of the United States. Contacts were made with the trade organizations already formed and the formation of new organizations encouraged.

The Work of the War Trade Board in Facilitating Imports.

1. SECURING RELAXATION OF THE EXPORT RESTRICTIONS OF THE ALLIES AND NEUTRALS.

The War Trade Board continued the work thus begun. The agreements referred to above, although an improvement over the system which made each individual importer of goods controlled by Great Britain treat with the British Government, were not entirely satisfactory either to American importers or to the British Government. The necessity of securing a license from the British Government which caused delay and the point of view in granting or refusing the license was naturally British. On the other hand, it appears that guaranties against reexportation, especially in the absence of any limitation on imports, did not always accomplish the desired end. This is clearly shown in the case of the agreement with the Textile Alliance regarding wool and skins. In Bulletin No. 17 of the Textile Alliance, issued February 23, 1917, is found the following statement:

The application signed by importers for permission to import through the Textile Alliance (Inc.), and subsequent obligations to be signed before possession can be obtained, provide specifically that the applicant agrees not to export articles so imported and certain products thereof. There is on the part of the Textile Alliance (Inc.) and its allied associations a further moral obligation

contained in their agreement with the Board of Trade (British), that it will discourage to the best of its ability and by proper means the export from the United States of any wool, or animal hair, or tops, noils, yarns, rags or waste of same, woolled or haired skins, except as may be permitted and announced through the Textile Alliance (Inc.).

Modifications of this control were later made whereby exports could be made to various parts of the British Empire, and these in some instances increased in 1917 so much that the total exports from the United States in said cases were greater than in 1916. More significant, however, is the fact that in spite of the efforts of the Alliance, which were in general very successful, there were cases in which the exports to the countries not included in the exceptions to the general rule regarding exports were greater in 1917 than in 1916. Such was the case with woolen rags, the exports for 1917 to the latter countries being 119 per cent in excess of those of the previous year.

At the request of jute importers, who had no trade association of their own, the Textile Alliance made arrangements with the British authorities to grant licenses for the shipment of jute and its products from British territory, provided they were consigned to, or for account of the Textile Alliance and were destined for recipients approved by the British Embassy at Washington. In the bulletin of the Alliance issued July 26, 1916, which made this announcement, occurs this statement: "In the matter of exportations from the United States it must be borne in mind that if specific merchandise is received in consideration of a guaranty not to reexport to an unapproved destination, it would be a breach of faith to export similar merchandise not obtained under guaranty." A considerable number of exceptions were made in this case also, but disregarding the countries for which exceptions were made, the exports of jute burlaps in the calendar year 1917 increased more than 11 per cent over those of 1916.

The Rubber Association of America is a trade organization which has existed under various names since 1900. It had appointed a committee known as the Rubber Control Committee which supervised rubber importations from the British Empire under the direction of the British Government from January, 1915, to December, 1917. Nevertheless, the exports of guayule gum, gutta-percha, and India rubber scrap showed an increase for the 12 months ending December 31, 1917, of over 4,269 per cent over the exports for the previous year.

These examples are not intended to throw discredit upon the trade associations, rather they are to be considered as exceptions to the general rule, but they illustrate the fact that guaranties not to re-export failed in some instances fully to accomplish all the desired results.

The President had been authorized by section 11 of the trading with the enemy act to prohibit the importation of goods except at such time or times and under such regulations or orders as he might prescribe. Acting upon this authority he issued a proclamation on November 28, 1917, prohibiting the importation into the United States or its territorial possessions of the articles enumerated in the proclamation without a license from the War Trade Board. The list comprised raw materials and foodstuffs vital to the United States and the Allies in prosecuting the war. The War Trade Board was

now able to take one more step toward facilitating the importation of essential commodities controlled by the Allies. Included in this list were all of the articles whose importation into the United States it was desired to increase. The commodities especially desired were:

Antimony.	Flax.	Molybdenum.	Sisal.
Castor oil.	Hemp.	Nickel.	Spiegeleisen.
Castor-oil beans.	Hides and skins.	Palm oil.	Tin.
Chrome ore.	Jute.	Platinum.	Tungsten.
Emery ore.	Leather.	Plumbago.	Vanadium.
Ferrochrome.	Manganese ore.	Pyrites.	Wool.
Ferromanganese.	Mica.	Rubber.	

As a result of the efforts of the War Trade Board and its fore-runners, the former was able to announce on December 15, 1917, that arrangements had been made with various trade organizations interested in the importation of certain goods which, by the terms of the presidential proclamation of November 28, required an import license. Under these arrangements the trade organizations agreed to gather such information relating to the trades they represented as the War Trade Board might request; to act as consignees of the various commodities, and to release these to importers under guaranty or agreement as required by the War Trade Board. The names of the associations with whom these arrangements were made and the articles for which they were responsible were as follows:

The American Diamond Committee (Inc.).—All kinds of diamonds and diamond tools.

*The American Iron and Steel Institute.—Tin; chloride of tin; tin ore.

Plumbago-Graphite Association.—Plumbago.

*Rubber Association of America (Inc.).—Rubber, raw or reclaimed waste or scrap; balata; gutta-joolatong; gutta-percha; gutta-siak.

Tanners' Council of United States of America.—Leather; hides and skins; tanning materials.

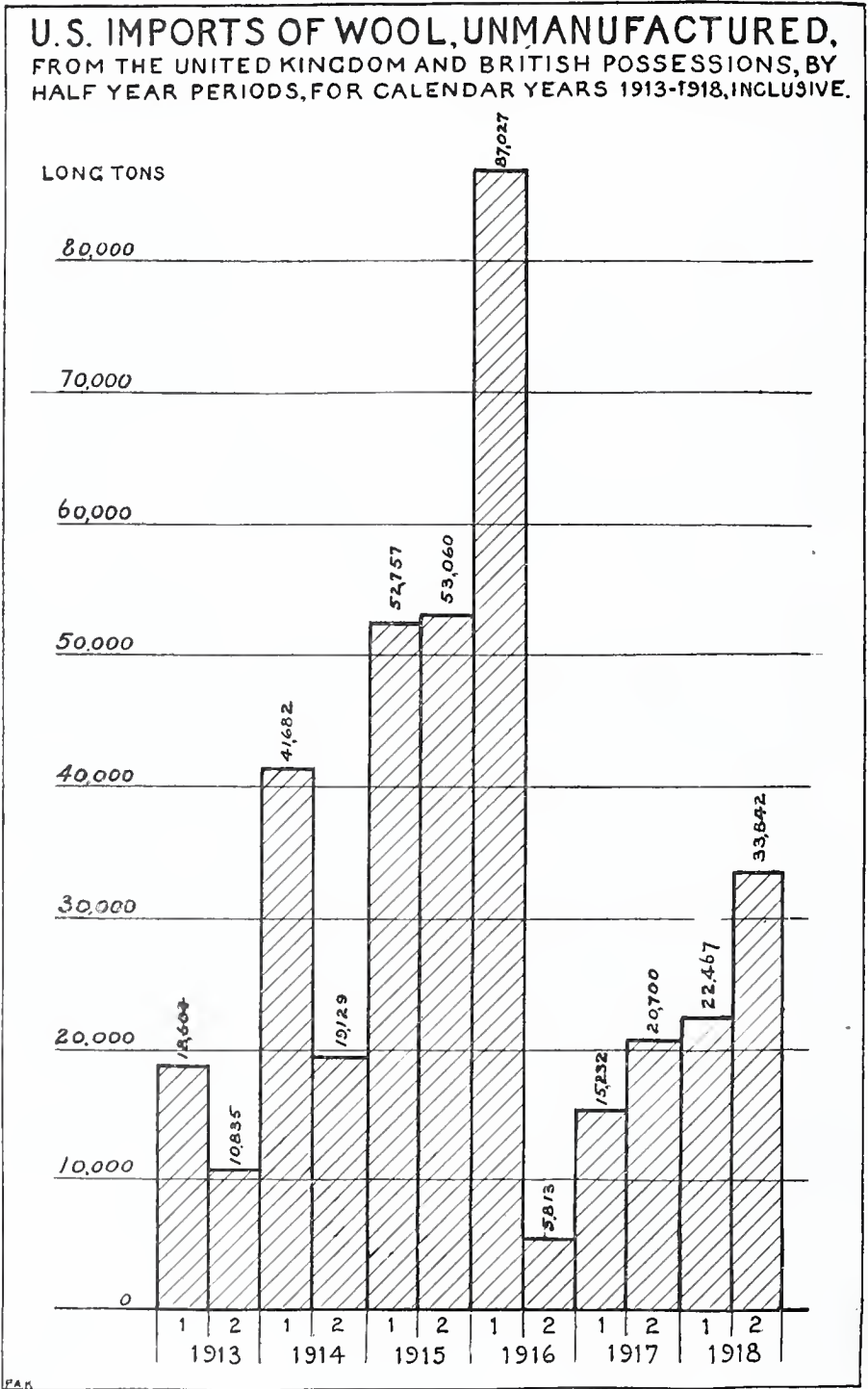
*Textile Alliance (Inc.).—Wool and animal hair; wooled and haired skins; jute and burlap, including bags; cotton; flax and linen; mica; palm oil and palm.

The United States Shellac Importers' Association (Inc.).—Shellac.

Of these organizations, all except those starred were brought into existence through the instigation of the War Trade Board. In the case of the Textile Alliance, mica, palm oil, and palm kernel were added to the list of commodities which they had already been supervising in connection with their agreements with the British authorities.

The new arrangements eliminated the necessity of importers giving any guaranties to British officials and of consigning their goods to some agent designated by the British Government. Inasmuch as the United States now assumed the responsibility for preventing the goods falling into enemy hands directly or indirectly or being hoarded or improperly utilized, the Allied Governments were able to be more liberal in the granting of export licenses. Now that the United States began to control imports the Allied Governments had much less reason to fear that foreign goods would be imported into the United States if not absolutely needed and the probability of importing on the one hand and exporting similar goods on the other was greatly diminished. Consequently this policy of the Board tended to facilitate the importation of essential commodities controlled by our associates in the war.

A few of the best cases have been selected to illustrate the success of this attempt to increase imports into the United States of essential articles which were under English or French control.



Wool from British sources.—Wool was one of the first articles whose exportation from British territory without a special license was prohibited by the British authorities. The Textile Alliance as

early as February, 1915, made an agreement with the British Government relative to the importation of wool into the United States,¹ and as a result, the British embargo upon exports of wool to the United States was relaxed.

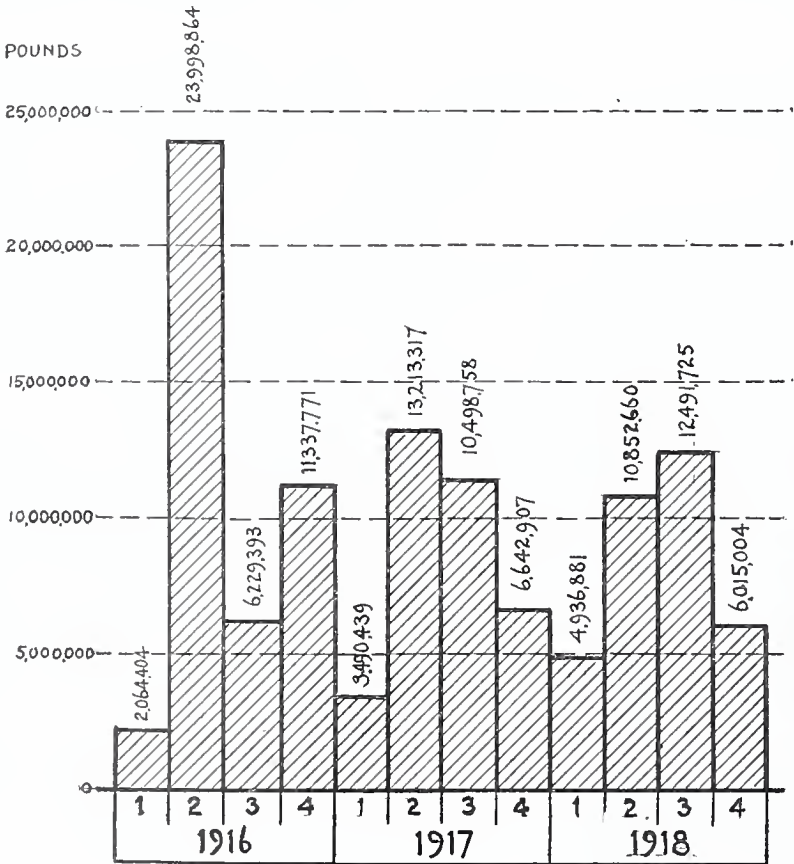
The graph showing the imports into the United States of wool from the United Kingdom and British possessions brings out some very interesting facts. Wool went on the free list on November 30, 1913. It is consequently not surprising that the imports for the second half of 1913 fell considerably below those of the first half of that year and that the imports for the first half of 1914 increased to such an extent. The outbreak of the war in August, 1914, with the resulting paralysis of commerce, probably reduced the imports of wool for the second half of the year 1914 below what they otherwise would have been. In addition to this, however, was the fact that the British authorities were maintaining control over the exports of this very essential material. That the arrangement made by the Textile Alliance early in 1915 enabled the United States to obtain wool from British sources the graph very clearly proves. The most noticeable feature of the graph, however, is the tremendous decrease in the amount of wool imported in the second half of 1916, as compared with the first half of that year. Although there was a reaction upward during the next year, nevertheless the imports of wool from British sources for the entire year 1917 were only 35,932 long tons, this amount being but little more than 40 per cent of the amount imported during the first six months of 1916 and only one-third of the amount imported during the year 1915. It seems clear that for one reason or another Great Britain did not deem it expedient to allow wool to be shipped into the United States. That the War Trade Board was successful in securing some relaxation of this strict control is indicated by the fact that the imports in 1918 were over 56 per cent greater than they were in 1917.

Burlap bags from British sources.—Burlap bags, which are made from jute, have been in great demand since the war began in 1914. These bags were used by the millions as sandbags in the construction of trenches. For a considerable period the orders for trench bags ran as high as 50,000,000 a month. The use of burlap and burlap bags as packing material and containers had also greatly increased during the war owing to the necessity of saving wooden cases and of reducing the bulk of oversea shipments. Potatoes, grain, sugar, coffee, and nitrates are among the important articles shipped in bags. India is practically the sole producer of jute, and a large proportion of the world's burlap and burlap bags is produced at Calcutta. In fact, during the war India increased greatly her production of jute manufactures and reduced the amount of raw jute exported. The second largest jute manufacturing plant is located at Dundee, Scotland. Previous to the war this plant exported 43 per cent of its product. During the war the British Government took its entire output. In addition to this the British placed an embargo upon the exportation without a special license of jute and its products from India to all countries except the United Kingdom and British possessions.

¹For a more complete discussion of this arrangement made by the Textile Alliance with the British Government see p. 77.

As already indicated¹ the Textile Alliance in July, 1916, entered into an agreement with the British authorities whereby licenses were granted for shipments of jute and its products from British territory

**U.S. IMPORTS OF JUTE BAGS
FROM
THE UNITED KINGDOM
AND
BRITISH POSSESSIONS
BY QUARTERS FOR CALENDAR YEARS 1916-1917-1918**



if consigned to, or for account of, the Textile Alliance and provided that the shipments were destined for recipients approved by

¹ See p. 80.

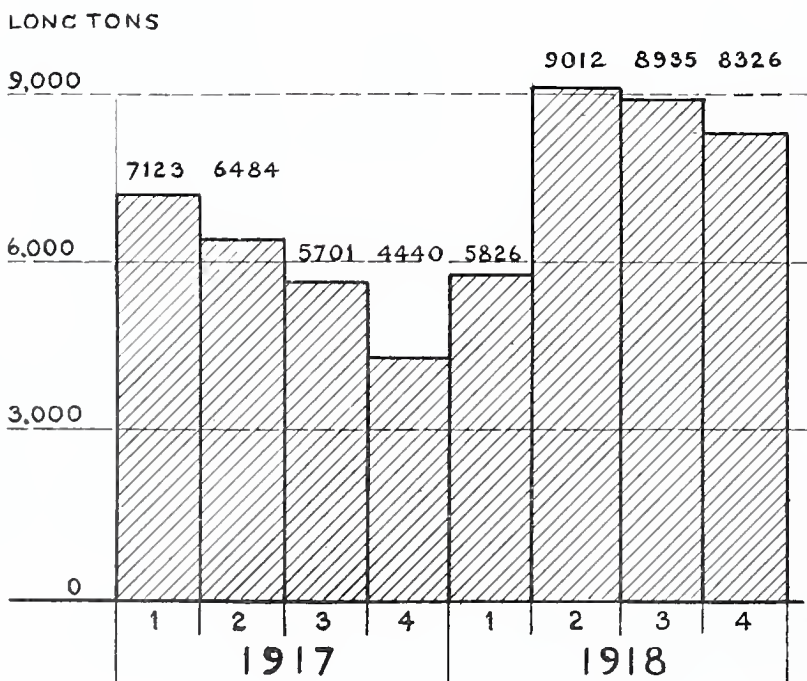
the British Embassy at Washington. This arrangement with slight modification was adopted by the War Trade Board. The result of this policy is shown by the graph. In spite of the fact that in October, 1918, the War Trade Board practically placed an embargo upon the importation of burlaps, burlap bags, and jute, the imports from British sources of burlap or jute bags in 1918 were nearly half a million pounds larger than those of 1917. This occurred in spite of the tremendous demand for bags in Europe, the United States Government itself placing an order for 100,000,000 bags to be delivered in France. As the average weight of these bags is about $2\frac{1}{2}$ pounds, the aggregate weight was about 250,000,000 pounds. Thus if the quantity from British sources delivered directly to the American Expeditionary Forces in 1918 be added to that imported into the United States, the amount of burlap bags secured from British sources would rise far above the amount secured in 1916. That the actual imports under the conditions should have been as large as they were indicates that the British relaxed in favor of the United States the restrictions which had been placed upon their exportation from British territory.

Tin from British sources.—Tin was another very important commodity the principal source of production of which was in British hands. The demand for tin containers for food to be shipped to the military and naval forces of the United States was tremendous. The principal source of tin is the Straits Settlements. The imports of tin into the United States from the Straits Settlements fell steadily each quarter in 1917, so that for the last three months the amount was less than two-thirds of the amount which came during the first quarter. The imports for the first half of 1917 were 13,607 long tons; for the second half only 10,141 long tons. The effect of British control is here seen. Contrast these figures with those for 1918. In the first six months imports were 14,838 long tons and in the last six months they increased to 17,261 long tons. Thus the second half of 1918 showed a 70 per cent increase over the second half of 1917. Any hesitation which Great Britain might have felt in permitting the shipment of tin to the United States was entirely dispelled by the fact that the United States took steps to control the imports of this important commodity. The President's proclamation of November 28, 1917, prohibited the importation of certain articles, including tin, except under license. By one of the first rulings of the War Trade Board after this date, no license was to be issued for the importation of tin unless the bill of lading was indorsed to the American Iron and Steel Institute. Before this organization would release a shipment of tin to an importer, the latter was required to give such guaranties as the War Trade Board might require. The figures show the success of this policy. (See graph on p. 86.)

Flax from British sources.—As in the case of tin imports from British sources, the flax importations into this country from territory under British control fell steadily from 858 long tons for the first quarter of 1917 to 390 long tons for the first quarter of 1918. They then increased more rapidly than they had fallen, so that for the last three months of 1918 there were 3,207 long tons of flax imported into this country from territory under British control. Whereas in the last quarter of 1917 the imports of flax from British

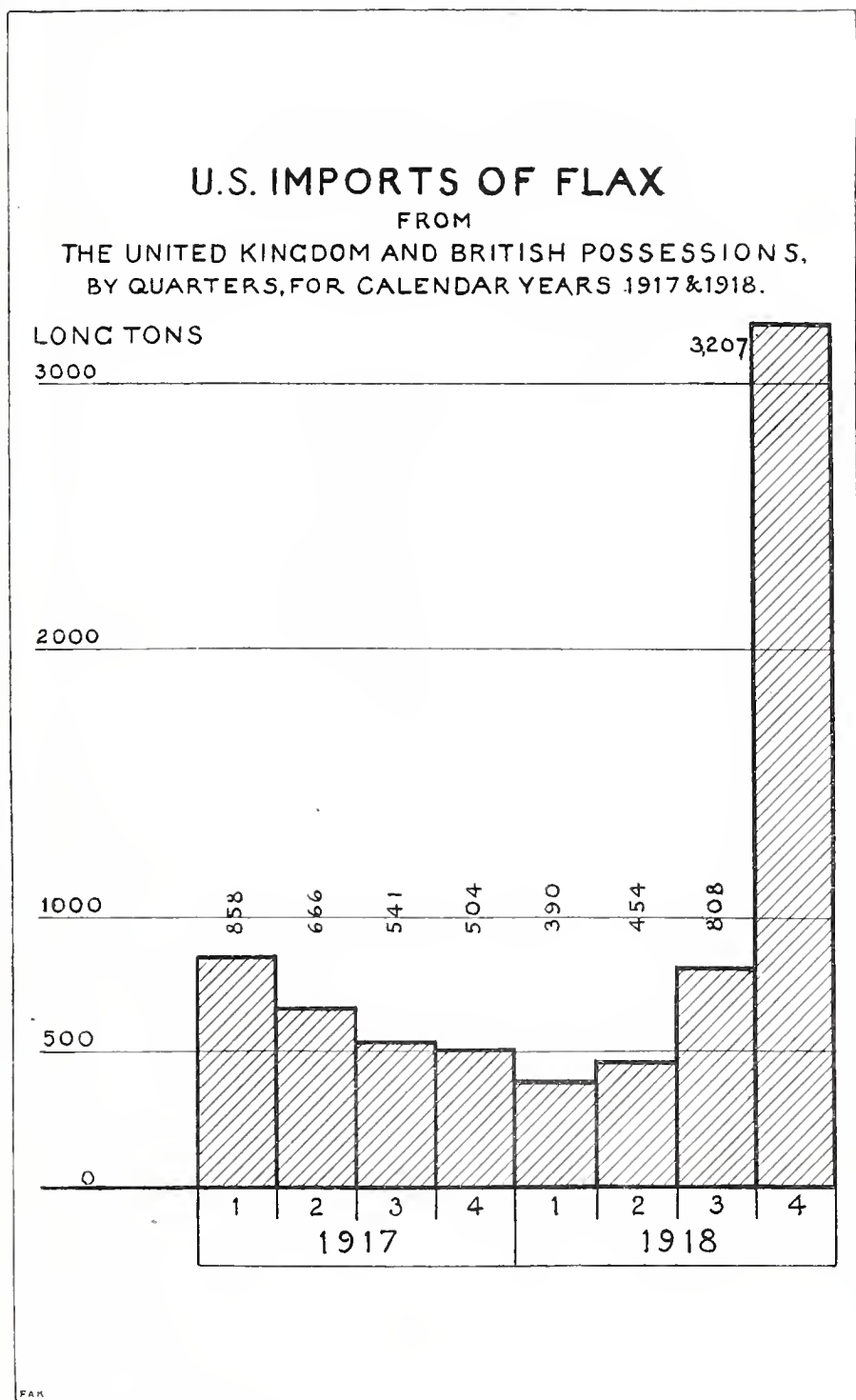
territory were less than 60 per cent of the imports for the first quarter, the imports for the last quarter of 1918 were over eight times as large as the imports for the first three months of 1918.

**U.S. IMPORTS OF TIN
AND TIN CONCENTRATES
FROM THE
STRAITS SETTLEMENTS,
BY QUARTERS, FOR CALENDAR YEARS, 1917 & 1918**



Unless control had been exercised over these imports by the United States through the Board, the British authorities would never have permitted this great increase during the year 1918. This control

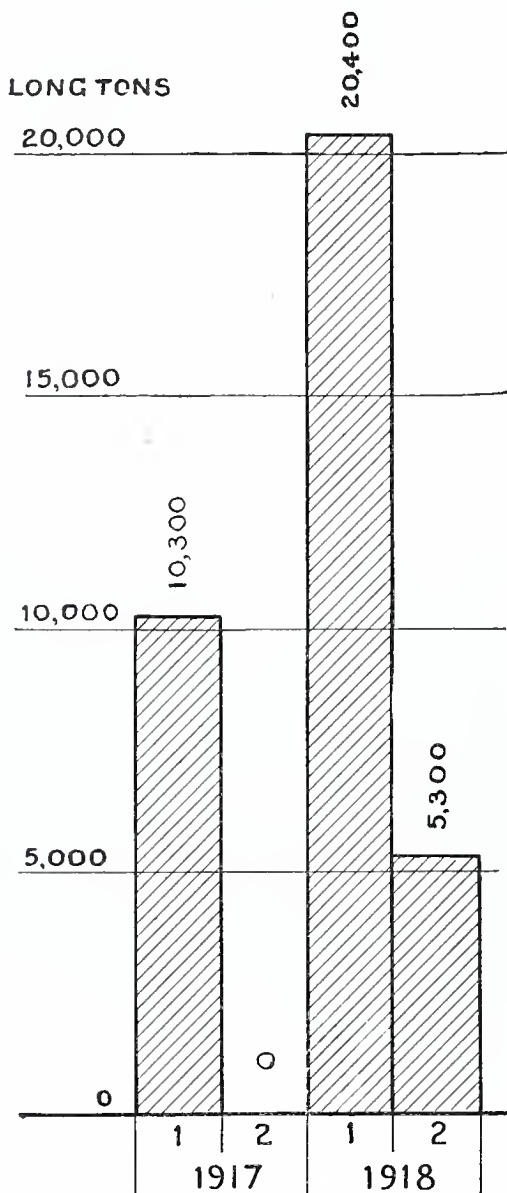
was exercised by the War Trade Board in cooperation with the Textile Alliance. No import licenses were issued on and after December 15, 1917, unless the bill of lading was indorsed to this or-



ganization; and the importer was required to furnish to the Textile Alliance a guaranty acceptable to the War Trade Board before the goods imported on his license were released to him.

Chrome ore from French sources.—Chrome ore or chromite is used to harden steel and consequently was in great demand during the war. Its principal military uses were for making ferrochrome

**U.S. IMPORTS OF CHROMITE
FROM FRENCH OCEANIA,
BY 6 MONTHS PERIODS, FOR CALENDAR YEARS 1917 & 1918**



FAK.

for steel used in armor plates, armor-piercing projectiles, high-speed steel-cutting tools, and aeroplane motors. Chrome steel is used especially in the manufacture of automobiles, and chrome ore

in making refractory brick for blast furnaces and in making chemicals for paints, dyes, and leather tanning.

One of the principal sources for chrome ore is New Caledonia, a French possession in French Oceania. During the year 1917 there were only 10,300 long tons of chromite imported into the United States from French Oceania, and this came in May. On February 1, 1918, the War Trade Board put into effect a ruling that import licenses should be granted for chrome only on the indorsement of the bill of lading to the American Iron and Steel Institute. In this way the Board exercised the same kind of control over the importation of chrome that it exercised over the importation of tin.¹ That this policy was completely successful in satisfying the French that chrome shipped to the United States would be properly utilized appears from the fact that during the first half of 1918 more than 20,000 tons had come from New Caledonia. Early in June, 1918, because of the increased domestic production and the long haul involved, the War Trade Board limited the importation of chromite from New Caledonia. In spite of this restriction the imports for the second half of 1918 from French Oceania were over 5,300 long tons, and if the imports from Australia be added to this, as they should be, since they originated in New Caledonia, the amount rises to over 17,000 long tons. In other words, the United States, after establishing control over the imports of chrome ore, was able to secure from New Caledonia even more than it desired.

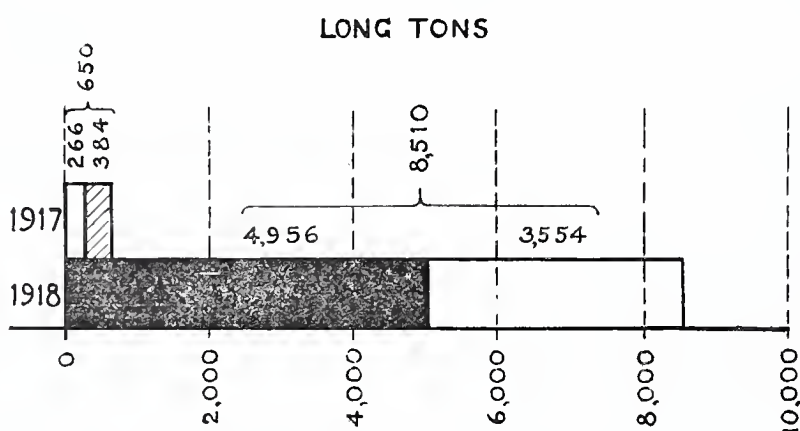
Emery from French sources.—Emery ore is used in grinding, rough dressing, shaping, and polishing steel and glass. It was especially needed in the United States in the production of optical glass for our Army and Navy. The finer grades of emery have always been imported into the United States, Turkey being the principal source. With the Turkish supply shut off the remaining sources were entirely within the control of England and France. Previous to the entrance of the United States into the war these countries so restricted the exportation of emery ore that the United States was practically without any of the finer grades. A comparison of the figures for United States imports of emery ore for the two years previous to the war with the figures for the calendar years 1916 and 1917 indicates the situation very clearly. From July 1, 1912, to June 30, 1914, imports totaled 33,161 long tons. The corresponding figures for 1916 and 1917 amounted to 8,161 long tons, of which only 650 were imported in 1917. Of these 650 long tons 384 were shipped from Spain and 266 from England, none being imported from France.

Negotiations with the French Government for the release of Naxos emery began as far back as July, 1917. Through the efforts of the Bureau of Foreign and Domestic Commerce, the Emery Corundum Importers and Manufacturers Association was organized to cooperate in the securing and distribution of Naxos emery which it was expected would be secured from the French. The negotiations continued until on November 29, 1917, the American Ambassador stated that the French Minister of Blockade told him that 3,000 tons of emery ore had been set aside at Marseilles for the disposal of the American authorities. This did not actually arrive in New York until February, 1918, the actual amount received being 2,959 long tons.

¹ See p. 85.

Estimates for the amount of Naxos emery needed for 1918 were based on answers to a questionnaire sent out by the War Trade Board. From the replies received it appeared that 6,800 tons would be re-

U.S. IMPORTS OF EMERY ORE FOR CALENDAR YEARS 1917 & 1918



LEGEND

FROM COUNTRIES UNDER
BRITISH CONTROL



FROM COUNTRIES UNDER
FRENCH CONTROL



FROM OTHER COUNTRIES



FAK

quired. Representations to this effect were made at Paris and 3,400 tons of emery ore were allotted in February by the Interallied Metal Conference to the United States for the first six months of 1918.

The shipments against this amount did not begin to arrive until the second half of the year. The actual amount received from the French during 1918 was 4,956 long tons. We also received 3,544 long tons from English sources, making a total of 8,510 long tons of emery ore imported during the year. Again, the fact that the French and English were assured that the United States required this emery and that it would be utilized in a way most conducive to the successful prosecution of the war were influential factors in securing this supply.

Tin from the Dutch East Indies.—As already stated, tin was a much-needed commodity and we were eager to obtain all that was possible. In addition to the Straits Settlements, the Dutch East Indies are an important source for this material. The Dutch East Indies wished to export to the United States many commodities which the War Trade Board had embargoed for the purpose of conserving tonnage. There were also certain commodities which the Dutch East Indies desired to import, but which they were unable to secure because of export restrictions. Realizing the possibility of using their own products as a means of bargaining, a prohibition was issued against the exportation without a license of certain articles. Of these, quinine salts, cinchona bark (from which quinine is manufactured), tin, tin ore, and kapok were the more important.

There was also the fear on the part of the Dutch authorities that the United States might requisition the Dutch vessels coming from the Dutch East Indies or that the vessels would be held up in some way. Assurances were given by the United States Government to the Dutch Government that Dutch steamers which were in Dutch colonial ports on March 21, 1918, would not be requisitioned; and furthermore, the War Trade Board agreed that bunker licenses would be granted without difficulty and export licenses would not be revoked on goods destined for the Dutch East Indies.

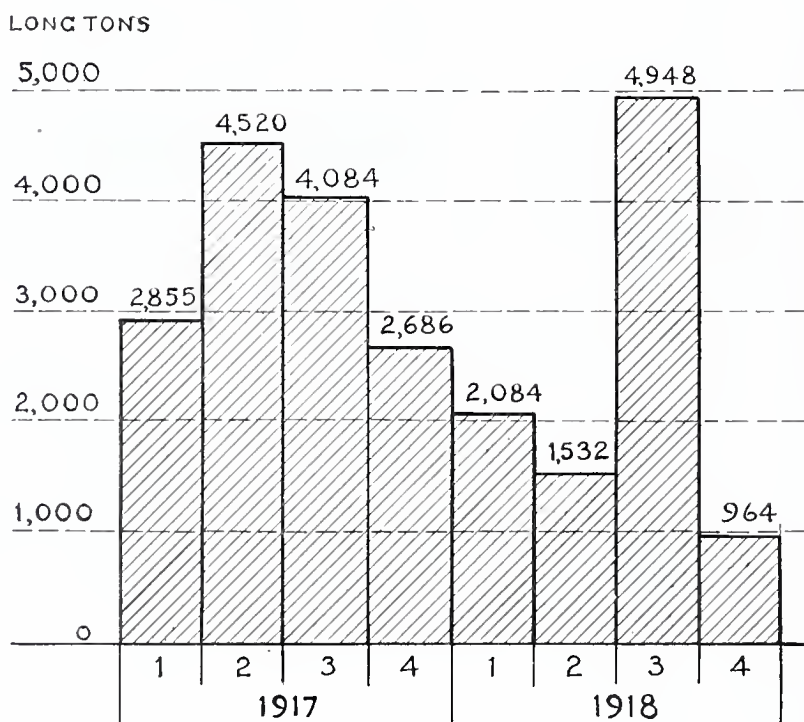
Still the United States was unable to obtain tin and quinine in the desired quantities. In June the War Trade Board began to hold up licenses for exports to the Dutch East Indies, but early in July this policy was confined to exports of iron and steel and their products, machinery, tin plate, caustic soda, and industrial explosives. This situation continued until, on August 9, 1918, a representative of the War Trade Board and the Dutch chargé d'affaires came to a working agreement. By this agreement the War Trade Board was to issue export licenses for certain goods very much desired by the Dutch East Indies which were being held at San Francisco and New York. New export licenses were to be issued for other goods for which previous licenses had expired, and for the future no distinction in the granting of licenses was to be made between the Dutch East Indies and other neutral countries outside of Europe. On the other hand, the Dutch East Indies were to endeavor to bring their tin exports to the United States during 1918 up to the amount exported the previous year, to ship the normal amounts of quinine, and to facilitate in every way until December 1, 1918, the shipment of sugar to the east coast of the United States.¹

A study of the graph shows that in the first six months of 1917 the United States imported from the Dutch East Indies 7,375 long

¹ No imports of sugar from the Dutch East Indies were entered at any of the eastern ports during the last six months of 1918.

tons of tin. During the first six months of 1918 only 3,616 long tons had come from this source. This was less than half the amount received during the same period in 1917. As a result of the modus

**U.S. IMPORTS OF TIN
AND TIN CONCENTRATES
FROM THE
DUTCH EAST INDIES,
BY QUARTERS, FOR CALENDAR YEARS 1917 & 1918.**



vivendi, imports jumped from 1,532 long tons during the second quarter of 1918 to 4,948 long tons for the third quarter. On November 1 further licenses for the importation of pig tin into the United

States were restricted to shipments purchased before October 1 and to shipments consigned to the United States Steel Products Co. Inasmuch as the latter made no new purchases of pig tin, this restriction furnishes the explanation for the sharp fall in imports during the last quarter.

Quinine and cinchona bark from the Dutch East Indies.—The necessity of obtaining quinine had been great the world over. The demands for this drug had been greatly increased by the war and then came the influenza scourge which swept over Europe and the United States. This reduced stocks of quinine to the danger point. Cinchona bark is the material from which quinine is made. With the greatly increased demand for this commodity in the United States the imports from the Dutch East Indies, which had been nil for the first half of 1917, rose to 663,565 pounds in the last quarter. The imports fell off during the months of December, 1917, and January and February, 1918, but again increased, until in May alone 626,323 pounds were imported. Then the effect of the policy of requiring export licenses for the exportation of cinchona bark, inaugurated by the Dutch East Indies during the latter part of April, began to appear and the imports of this commodity into the United States from the Dutch East Indies for the three months of June, July, and August were only 605,344 pounds. The Dutch were afraid that the manufacture of quinine would be developed during the war by other countries to the detriment of their own industry after the war. This was a natural feeling on their part and the Associated Governments found that they would be forced to reckon with it if they desired to obtain greater supplies of cinchona bark. This led the British, French, and Italian Governments to authorize the chairman of the Association of Quinine Manufacturers in Allied Countries to enter into an agreement as their agent with representatives of the Dutch companies engaged in the production of quinine relative to the amount which the Dutch would supply to the Allied Governments. A representative of the United States War Trade Board was present and it was agreed that the chairman of the association should execute the agreement with the Dutch representatives on behalf of the United States Government or certain American firms engaged in the manufacture of quinine approved by the United States Government. The official authorization for the chairman to act as such agent was to be given by a separate document to be signed at some later time. If, however, such authorization were not received within six months from the signing of the agreement, the United Kingdom was to be entitled to all the rights and to be bound to carry out all the obligations of the United States Government or the approved American quinine manufacturers. The War Trade Board subsequently approved the signing of the above-mentioned authorization by a representative of the Powers-Weightman Rosengarten Co. of Philadelphia and McKesson and Robins of New York.

By the terms of the agreement the Dutch quinine companies agreed to sell to the Associated Governments in each year during the continuance of the agreement 240,000 kilograms of sulphate of quinine or its equivalent in other forms of quinine salts, at the option of the buyers. The Associated Governments were to allocate this supply, and

all except the United States agreed not to reexport to any neutral country. The Associated Governments could allocate the 240,000 kilograms among themselves as they should determine. The Dutch companies agreed to supply Italy with 10,000 kilograms of sulphate of quinine or other salts in addition to the amount that should be allocated to them by the Associated Governments. By the decision of the Interallied Quinine Committee these 240,000 kilograms were allocated as follows:

United States.....	40,000	Great Britain.....	80,000
Italy.....	65,000	Left for future allocation.....	8,000
France.....	25,000		

The agreement further stipulated that the Dutch companies would sell such quantities of cinchona bark as should contain 190,000 kilograms of sulphate of quinine, the same to be allocated as follows: United States, 110,000 kilograms; France, 65,000 kilograms; and British India, 15,000 kilograms. The Associated Governments guaranteed that none of this bark should be disposed of to any factory which did not receive bark through the Kina Bureau in Amsterdam.

It will be seen that as a result of this agreement the United States was to receive yearly from the Dutch East Indies 40,000 kilograms of quinine and enough cinchona bark to produce 110,000 kilograms additional.

The statistics showing the amount of imports of quinine from the Dutch East Indies into the United States by months during the year 1918 reflect the vacillating policy of the Dutch East Indies.

United States imports of quinine from the Dutch East Indies, 1918.

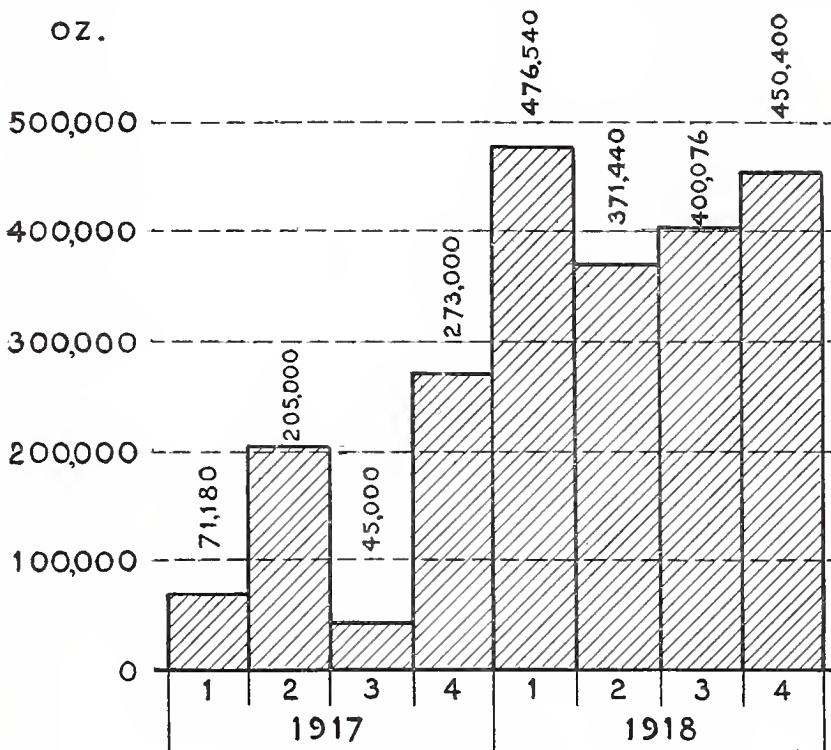
	Ounces.		Ounces.		Ounces.
January	59,800	May	67,048	September .....	.....
February	416,740	June	54,392	October	80,400
March .....	.....	July	52,576	November	234,800
April	250,000	August	347,500	December	135,200

It will be noted that the amounts received in May, June, and July were comparatively small. The reaction in August was due to the working agreement reached on August 9 between the United States and the Dutch East Indies. The quinine conference which followed did not reach an agreement until September 3, and there was a considerable period after that date in which the Dutch East Indies were apparently holding up shipments of quinine. By November the supply was again coming forward. It should be noted, however, that beginning with April, 1918, imports of quinine from the Dutch East Indies rose steadily each quarter and the quantity received during the last three months of the year was considerably in excess of the proportionate amount of the total quantity allocated to us by the quinine agreement. The amount of quinine promised the United States was 40,000 kilograms, the equivalent of 1,410,944 ounces. For the three months of October, November, and December the proportionate amount would have been 352,736 ounces. The actual imports were 450,400 ounces.

The import figures for cinchona bark tell a similar story. Imports increased from zero in February to 626,323 pounds in May. They fell to about 100,000 pounds in June, but in August rose to nearly

300,000 pounds. In September they were low again, but increased rapidly in October and November, the imports for November being approximately 425,000 pounds, or nearly 300,000 pounds more than

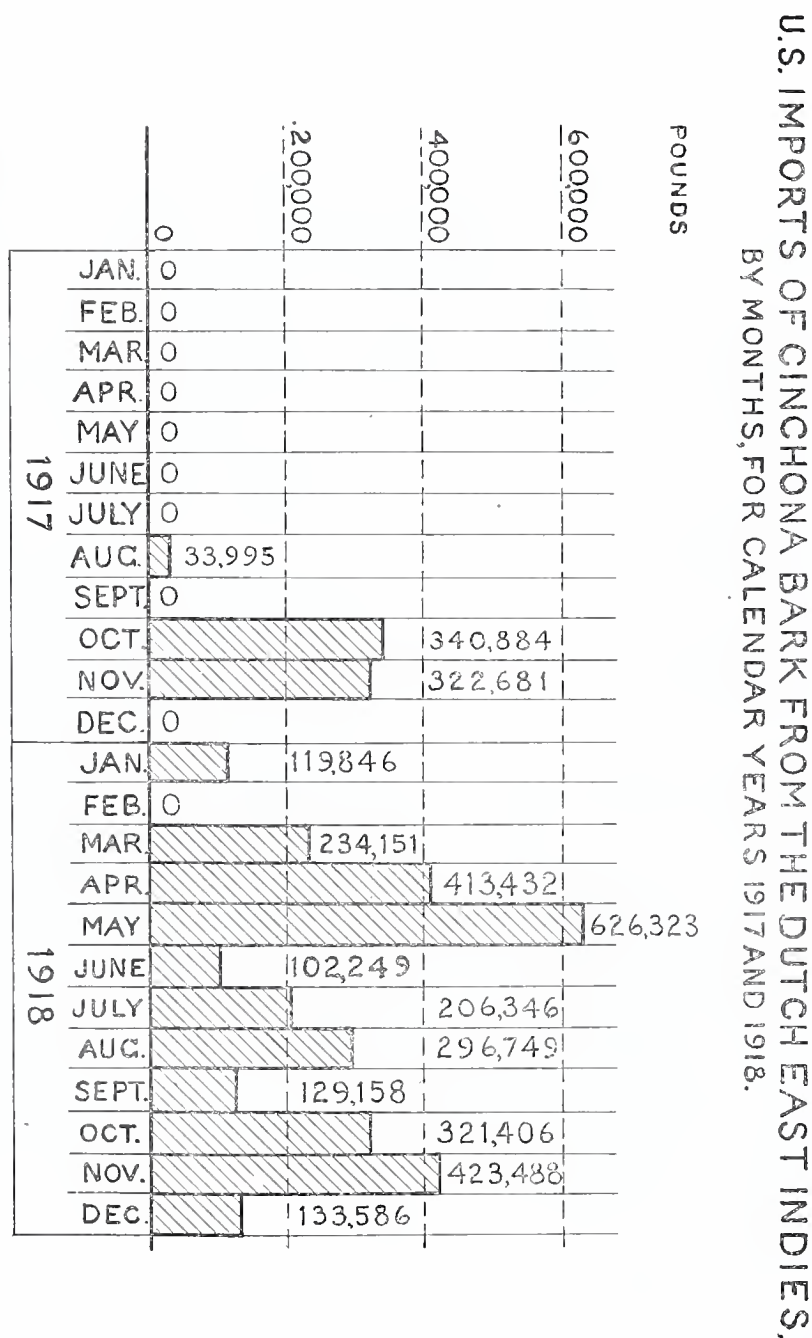
U.S. IMPORTS OF QUININE FROM THE DUTCH EAST INDIES, BY QUARTERS, FOR CALENDAR YEARS 1917 & 1918.



F.A.K.

in September. The quinine agreement of September 3 allotted for the year's supply that quantity of bark which would contain 110,000 kilograms of quinine. The proportionate part for a period of three

months would contain 27,500 kilograms, or 60,627 pounds, of quinine. The actual imports of cinchona bark from the Dutch East Indies during the last three months of 1918 were 878,480 pounds. Estim-



ing that from 5 to 6 per cent of the total weight of the bark remains of quinine, these imports produced from 44,000 to 53,000 pounds of quinine.

2. THE ACQUISITION OF ESSENTIAL SUPPLIES BY SPECIAL REPRESENTATIONS TO FOREIGN GOVERNMENTS IN CASES WHERE THE IMPORTER WAS UNABLE TO OBTAIN THE DESIRED GOODS.

There have been many cases in which foreign Governments have refused to grant export licenses or in other ways have prevented the shipment of goods essential to the successful prosecution of the war on the part of the United States. These cases may be classified into four types:

- (1) Inability on the part of the importer to secure an export license from the Government of the country from which he desired to ship the goods.
- (2) Inability to secure a high priority rating for the desired goods to be manufactured or shipped.
- (3) Inability to obtain from British officials in border neutrals shipping permits without which the goods would be in danger of being seized by British blockading fleet.
- (4) Impossibility of foreign manufacturer supplying American importer with desired goods because of the inability of the manufacturer to secure from some other country the necessary equipment.

The following cases have been chosen to illustrate these types:

Inability to secure an export license for shipment of the goods.—The demand for opium, morphine, and various allied products was enormous during the war. The United States relied upon England for a supply of these drugs. About October 1, 1918, the British Government began to be less liberal in granting export licenses for these drugs. The War Trade Board representative in London was informed that the British supplies were short and therefore the amounts requested for November would be cut. However, the demands of the United States military forces were great and the outbreak of influenza was serious. The stocks in the United States were dangerously low, and consequently strong representations were made to the British Government to permit an adequate supply to be exported to this country. As a result, by the end of December the stocks in the United States were sufficient to meet the requirements.

There were some instances in which American importers were caused needless delay and expense by foreign shippers who claimed inability to obtain an export license or a high priority rating. Such cases were investigated when brought to the attention of the Board, and it was able to expedite the shipment of goods when there was no valid reason for delay.

Inability to secure a high priority rating for the desired goods to be manufactured or shipped.—One of the early cases in which desired imports were unobtainable because of inability to obtain a high priority rating on the goods to be manufactured or shipped was that of the Detroit Edison Co. This company endeavored to secure air coolers from an English manufacturer. The English firm was unable to accept the order because of the system of priority which made work for the English Government come first, other work contributing to winning the war second, and civilian work last. Through the efforts of the War Trade Board in presenting evidence to the British Government that these particular coolers could not be manu-

factured in the United States, that no others would answer as well the purpose for which these were to be used, and that the plant desiring the coolers was furnishing current for the production of war materials for the United States Government, the British Government permitted the manufacture and shipment of the coolers.

The Army and Navy had needed large supplies of optical glass. Its production in the United States was not sufficient to meet these needs and it was necessary to import considerable quantities from France. The French Government assumed absolute control of this industry and no French manufacturer was permitted to manufacture for export without the authority of the Service Geographique. Much of the glass which was imported from France in the form of blanks was consigned to an American manufacturer to finish into the desired form. Before the Service Geographique would authorize the manufacture of any order for optical glass to be shipped to the United States it was necessary that information regarding the order be obtained and that a recommendation be made by the War Trade Board representative in France that the order be filled. Until the middle of November the necessary information regarding the use to which the glass was to be put was obtained by the military optical glass section of the War Industries Board which submitted it with their recommendation to the War Trade Board. After this date the Board obtained the necessary information. At all times it was necessary for the War Trade Board representative in France to make representations to the Service Geographique and to obtain their consent to the manufacture and shipment of this essential commodity.

The obtaining of meggers and bridge meggers from England was very difficult. These are electrical instruments used for testing the resistance of insulating material. They were called for by the Panama Canal, the Navy, the Emergency Fleet Corporation, telephone and telegraph companies, shipbuilding concerns, and other corporations. The electrical equipment of the Panama Canal was in danger of becoming inefficient because of the lack of these instruments. The standard instrument and the one almost universally used is manufactured by an English concern. This concern since the outbreak of the war was handicapped by the scarcity of labor and material, and most of the plant was taken over for the manufacture of munitions. Their output was reduced to 9 or 10 sets per week at the most. It is clear why England was loath to allow the manufacture for exportation of any of these instruments. The United States Navy alone desired to obtain 300 meggers. The War Trade Board obtained from the War Industries Board the priority rating which the orders would have been granted in the United States, and the War Trade Board representative in London took up the problem with the British authorities. As a result the British gave an "A" rating for the Panama Canal order and for the most urgent of the Navy orders. They also granted high ratings for some of the shipbuilding corporations.

Inability to obtain from British officials shipping permits for shipment of goods from a border neutral.—The British desired to stop all possibility of exportation of goods by Germany by means of shipment through the border neutrals. They, therefore, established a system of shipping permits, and these permits were not granted to any shipper for goods made by the Germans or their allies or for

goods made from materials coming from the Central Powers. A New York corporation ordered 100 Schrotz's tonometers from a Norwegian firm. Tonometers are instruments used for testing the tension of the eye. The New York firm wanted them for the medical departments of the Army and Navy, and, since they were of a type not manufactured in the United States, attempted to secure them from Norway. However, some of the material from which they were made was enemy material. Owing to this fact, the British authorities refused to grant a shipping permit. The New York corporation appealed to the War Trade Board. The case was investigated, the facts found to be as represented, and the War Trade Board representative in London asked to procure the release of the shipment if possible. As a result of his representations, the British official at Christiania was instructed to issue a permit allowing this order to be shipped.

Impossibility of foreign manufacturer supplying American importer because of inability to secure from some other country the necessary equipment.—A very interesting case arose in connection with the orders for steamships placed by the Emergency Fleet Corporation with certain Japanese shipbuilders. In the construction of these steamships a number of aspinale marine governors and several sets of piston packing rings and springs were required. The Osaka Iron Works placed an order for this equipment with an English concern. The latter being unable to fill the order because of British restrictions on the manufacture and exportation of such articles, an appeal was made to the War Trade Board to use its influence in procuring from the British authorities a sufficiently high priority rating to enable the British firm to manufacture the goods and secure an export license permitting the goods to be shipped to Japan after they had been manufactured. The War Trade Board succeeded in convincing the British authorities of the necessity of this order, and permission was granted for the manufacture and export of the desired goods.

Among the many things imported into the country through the efforts of the War Trade Board were:

Linen line yarn for gun cartridge belts.

Linen yarns for the manufacture of gilled netting to be sold to fishermen under the direction of the Food Administration.

Linen thread for the manufacture of fire hose for the protection of Government buildings and plants engaged in the production of war materials.

Sewing needles used in leather sewing machines making saddles, ambulance harness, artillery harness, gun slings, etc.

Jute brattice cloth for coal mining on the indorsement of the Fuel Administration.

Blue asbestos yarn for the manufacture of special instruments used for electrical welding by the Navy Department.

Spindles and fliers essential for uninterrupted production of textiles for the Government.

3. AID IN OBTAINING SHIPPING SPACE.

In some cases an importer was prevented from bringing in goods through his inability to secure shipping space. If the goods to be imported were of sufficient importance to justify the action, the War Trade Board used its influence with the Shipping Board to obtain the shipping space necessary for their importation.

Control Over the Distribution of Imports.

The necessity for the exercise of control over certain imports by the United States in order to secure a relaxation on the part of the Allies of their restrictions upon the exportation of these commodities has already been discussed. There was another closely related reason for this control. This was the necessity of furnishing the Army and Navy with all the materials they required. If anyone had to go without, it should be the civilian consumers and those desiring the materials for purely commercial purposes. The need of control in order to prevent speculation and hoarding will be discussed later.¹ The discussion of the method of allocation of the surplus which might remain after the needs of the Army and Navy had been met will be found in the section discussing the Bureau of Imports.² The point which it is desired to make here is that the War Trade Board through its power to control imports was able to see that the Army and Navy requirements were met first and that the manufacturers who were producing for the Government should receive all that was necessary in order to perform their contracts.

Thus after April 10, 1918, no licenses for the importation of nitrate of soda were issued except to firms previously approved by the War Industries Board, and the applicants were required to execute an agreement to use this material as directed by the War Industries Board. On May 24, 1918, the War Trade Board passed a ruling restricting the amounts of tagua nuts which might be imported for the remainder of the year. All tagua nuts permitted to come from Ecuador and Colombia were to be used for governmental purposes. Furthermore, no licenses were to be issued except upon condition that all waste arising in the manufacture of articles from the nuts should be turned over to the Gas Defense Service of the United States Army. In the allocation of rubber, manufacturing plants engaged in producing goods for the United States Government were given all the supplies of raw material which they needed to fill Government contracts. After these needs were supplied, the remainder of the rubber imports permitted was prorated among the various manufacturers on the basis of their consumption of rubber during the calendar year 1917. On May 6 the War Trade Board passed a resolution that no license should be given to import coconuts until the applicant had agreed to deliver or cause to be delivered to the Gas Defense Service 35 pounds of shells for each 150 pounds of coconuts imported from the West Indies and 40 pounds of shells for each 150 pounds of coconuts imported from the islands of the Pacific Ocean. These examples show the policy of the Board in so regulating imports that the war needs of the Government should be fully met.

Regulation of Imports to Meet the Needs of the Allies or Neutrals.

Wherever it appeared that the Allies needed a commodity more than the United States, it was the policy of the War Trade Board to restrict the importation of that commodity into the United States. The aim was to regulate the trade of the United States in such a way as to further the most successful prosecution of the war, and the needs of the Allies had to be considered as well as our own.

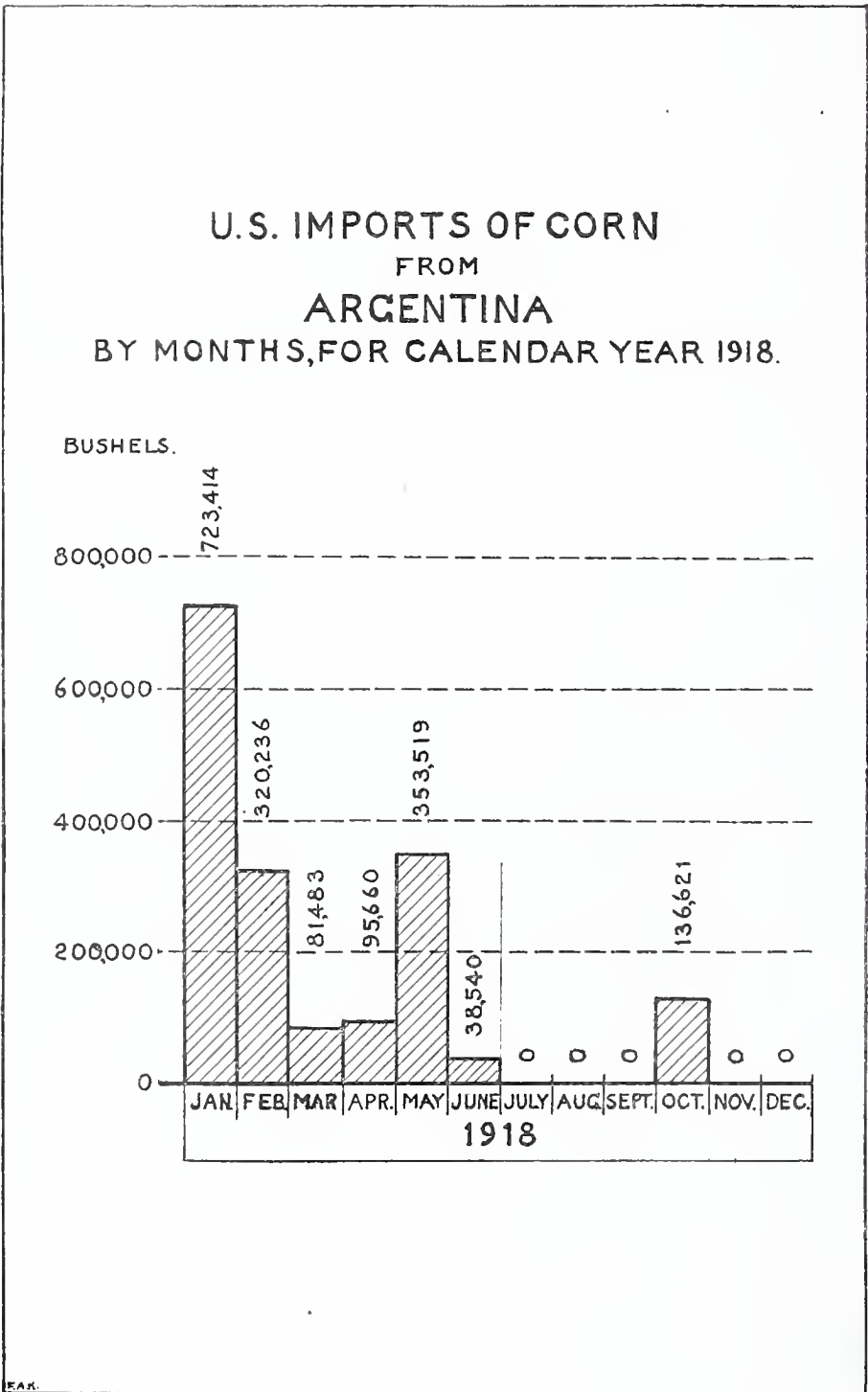
¹ See p. 103.² See pp. 316-319.

Imports from Europe.—Consequently no licenses were issued for imports of breadstuffs, gelatin and manufactures thereof, vegetables, or vegetable oils to be shipped from Europe after April 14, 1918. Similarly no licenses for shipments from Europe after May 13, 1918, were granted for animal oils, dairy products, fish (except from Scandinavia), meat products, and preserved meats, since these commodities were needed in Europe much more than here.

It is interesting to note, moreover, that whenever this policy caused serious hardship to the people of any country the War Trade Board was ready to modify its rulings if the modification would not interfere with the war program. As examples of this readiness, there were the cases of garlic from Italy, cured and preserved mackerel and herring from the United Kingdom, and Roquefort cheese from France. The Italian Government made representations that the embargo upon the importation of garlic into the United States would inflict serious losses upon certain districts of Italy in which garlic had already been planted with the expectation of being able to export to the United States. The War Trade Board therefore so modified the embargo placed upon the importations of vegetables as to permit the importation from Italy of garlic from the 1918 crop. This modification was made on the understanding that the acreage of the 1919 crop of garlic would be restricted so that the land might be used for the production of food to be consumed in Italy. Thus the War Trade Board maintained the principle under which the original restriction had been imposed and at the same time gave Italy the desired relief for the 1918 harvest. This modification was made in the last half of August. No garlic arrived in this country until October, but during the last three months of the year nearly 939,000 pounds were imported. Similarly the British authorities requested that a modification be made permitting import licenses to be granted for cured and preserved mackerel and herring shipped from the United Kingdom. It appeared that there was not a sufficient European market to consume all the catch of mackerel and herring in the vicinity of the British Isles. The main industry of certain communities, especially in Ireland, is the curing of these fish, and they depend upon the American market for the sale of their product. Accordingly the request of the British authorities was granted. A similar request was made by the French as regards Roquefort cheese, and upon similar grounds this request was also granted by the War Trade Board.

Regulation of imports of corn.—One of the most interesting cases of the restriction of imports into this country to meet the needs of foreign countries was the regulation of corn. The first import embargo placed on any commodity after the President's proclamation of February 14, 1918, establishing the license system for all imports, was the temporary withholding of licenses for the importation of corn. This was done during the first three weeks of March. The reason for this temporary embargo was to enable the United States to make good its obligations under the Swiss agreement to supply Switzerland with wheat. By the terms of this agreement Switzerland was guaranteed from 160,000 to 180,000 tons of wheat during the period December 1, 1917, until September 1, 1918, and this amount was to be distributed as evenly as possible throughout this period. The temporary embargo on the importation of corn into

this country was intended to stimulate the movement of wheat from Argentina, as the cargo space which would otherwise have been used for corn could now be taken up with shipment of wheat.



On March 23, 1918, the ruling which provided for thus withholding licenses for corn was superseded by one requiring that all applications for the importation of wheat, corn, rye, barley, oats, and buck-

wheat should be referred to the Food Administration before final action upon them was taken. On and after April 15 importation of corn from overseas was embargoed. On September 26 the Board, at the request of the Food Administration, modified the embargo on the importation of corn from overseas so as to permit the importation of corn from the Argentine Republic into the United States provided it was purchased for the Food Administration Grain Corporation. It was also stipulated that licenses should be issued only for shipments agreed upon jointly by the Food Administration and the Shipping Board. The quantity of corn thus licensed for import under this ruling permitted the release of an equivalent quantity of corn already in the United States for the use of the Commission for Relief in Belgium.

The graph brings out the history of these rulings. Note the drop in imports during March and April with the temporary rise after the temporary embargo. Then the effect of placing corn on List No. 1 of restricted imports is seen in June, July, August, and September. In October the result of the modification of the embargo is seen.

CHECKING SPECULATION AND HOARDING AND REGULATING PRICES THROUGH CONTROL OF IMPORTS.

The Necessity for Control.

The policy of restricting imports into the United States tended to raise prices throughout the country. There was a tendency also for those who were allowed to import limited amounts of a given commodity to attempt to profiteer. It was natural that some should endeavor to hoard either for the purpose of assuring themselves of sufficient quantity to meet their needs or with the expectation of selling at a considerably advanced price at some future time. The Government could not properly inaugurate a policy tending to create such practices without at least attempting to counteract these tendencies. Some would benefit at the expense of others; some would have all the supplies they needed whereas their competitors who patriotically took their chance and bought as they actually needed would find themselves with no supplies. Moreover, not only would the ordinary buyer or consumer be forced to pay high prices, but the Government, which was the heaviest buyer and the biggest consumer in the market, would have its financial burdens unduly increased.

Checking of Hoarding and Speculation.

The War Trade Board therefore took steps to avoid these evils as far as possible. It attempted to prevent hoarding and speculation by means of its control over the granting of import licenses. For example, before a license was granted for the importation of asbestos, the importer was required to execute an agreement, containing the provision, "We agree that the said asbestos is to be used for our own manufacturing use and not for hoarding or speculative purposes."

In the case of pig tin, chloride of tin, and tin ore, a more elaborate system of guaranties was put into operation as early as November, 1917. In this case the American Iron and Steel Institute cooperated

with the War Trade Board. The following three forms of guaranty were drawn up:

Form No. 1—Importing consumer's guaranty.—

This was a guaranty on the part of an importing consumer not to sell the pig tin, chloride of tin, or tin ore received to any person, but to use it for his own manufacturing purposes.

Form No. 2—Importer's and consumer's guaranty.—

In this form the importer stated that he had sold the goods to a consumer whom he named and that the buyer had signed a guaranty. On the back of the same form was a guaranty similar to that in Form 1, which the buyer signed.

Form No. 3—Importer's and stock or jobber's guaranty.—

In this form the importer, as in Form 2, gave the name of the person to whom he had sold the goods and stated that this person's guaranty might be found on the back of the form. In this case the buyer was not a manufacturer, but a jobber. In the guaranty which he signed he stated that he was not buying the goods for speculative purposes nor for resale to other jobbers. He also agreed not to sell the same to any person without satisfying himself that the goods were to be used exclusively for industrial purposes, and that he would file with the American Iron and Steel Institute before delivery the consumer's guaranty for every sale of 5 tons or multiple thereof.

In each of these forms there was a clause providing that all the books, records, and documents of every kind relating in any way to transactions in these commodities engaged in by the guarantor would be produced for inspection by any authorized officer of the United States Government.

In this way the acute situation which had arisen in the case of pig tin because of speculation was relieved. It was the policy of the War Trade Board to refuse to grant licenses for new shipments to importers who could not show that the goods which they had previously been permitted to import had been put to a proper use and were not being hoarded or held for speculative purposes.

Methods Used to Regulate Prices.

In all cases in which the War Trade Board passed rulings which aimed to control prices in any way, it took such action at the request of some other department of the Government. The greater part of the price control so exercised was accomplished through this power to exact some form of agreement from the applicant for an import license. This agreement was either in the form of a guaranty or an option.

Guaranty.—By a resolution of the War Trade Board on August 22, 1918, the licensing authorities were authorized to require an agreement that applicants would not sell woolled or pickled sheepskins at a price in excess of the price established by the price-fixing committee appointed by the President. In the case of sugar the applicant for an import license was required to give a guaranty that he would not sell the sugar to any party at any price without first

securing the approval of the Food Administration. A similar guaranty was required from an applicant for license to import wheat flour. Late in September a ruling was passed limiting the amount of varnish gums which might be imported for the remainder of the year 1918. It was further provided that the amounts allowed to enter should be allocated in accordance with the recommendations of the War Industries Board as to distribution and price. This was similar to the War Trade Board ruling passed May 27 restricting the amount of asphalt which could be imported into the United States during 1918, and providing that the details of price should be arranged in conference with the War Industries Board.

Option.—The obtaining of an option giving the United States Government the power to buy the imported goods at a certain price was a form of agreement commonly used. The first case of this kind was the wool option. On December 15, 1917, the wool regulations were issued. The second section of the agreement prescribed by these regulations provided that the United States Government should have the option to purchase all or any of the wool proposed to be imported at a price equivalent to 5 per cent less than the prices of July 30, 1917. This option was to hold for 10 days after the customhouse entry of the wool, and, as long as any part of the shipment still remained unsold, the Government was to have the right to purchase that part at the above price. This method of procedure was modified a few weeks later so that the same option was effective, but was made through the medium of the Textile Alliance. The wool importer was required to indorse his bill of lading to this organization under an express condition contained in the import license. Before the Alliance would release the goods to the importer, it secured from him an agreement to sell to the Government on the terms just described.

This policy of obtaining options on wool imports saved the United States over \$33,000,000. The fact that wool importers were required to give this option made it unprofitable for them to buy foreign wool at prices prevailing at the close of the year 1917; consequently the foreign growers were forced to lower their prices. From December 15, 1917, when the option agreement was put into force, until March 1, 1918, the average price of imported wool of the grades the United States Government was buying fell from about 66 cents to somewhat less than 58 cents a pound, a drop of about $8\frac{1}{4}$ cents. Purchases made after December 15, 1917, did not begin to arrive in this country in quantity until February, 1918. From February 1, 1918, until December 31, 1918, there were 405,624,700 pounds of wool imported into the United States. Assuming that $8\frac{1}{4}$ cents per pound was saved, the total amount saved by this policy was \$33,464,038.

Similar options giving the Government the right to purchase goods at a given price were required from those desiring to import castor oil, castor beans, hides and skins, leather, tanned skins and manufactures of leather, platinum, iridium and palladium, quebracho extract, silk noils, silk noil yarns, garnetted stock and silk waste.

The agreement which importers of crude rubber and its substitutes were required to sign is interesting in that it combines the option and the guaranty. This is another case in which the administration of the Board's regulations was carried out with the assistance of a

trade organization. Importers of these materials were obliged to indorse their bills of lading to the Rubber Association of America. Then, by the instructions of the War Trade Board, this association was not to indorse these bills of lading or to accept any transfers or release any shipment until the applicant for the release signed an option and a guaranty in substantially the following form:

Option.

That the United States Government shall have, and it is hereby granted, an option to purchase at the prices and on the terms hereafter set forth, all or any part of the _____ (name of material) now or hereafter owned or controlled by the undersigned until sold and delivered to a manufacturer.

The rest of the option was devoted to the prices of the various grades of the given material.

Guaranty.

That the undersigned will not sell, transfer, or deliver the _____ (name of material) covered by the foregoing option, or any part thereof, to or for the benefit of any person, at a price greater than the prices set forth in the foregoing option.

An exception was made in the case of contracts made prior to the announcement of these requirements.

Another interesting case of price control was coffee. On May 23, 1918, the War Trade Board passed a resolution that no licenses should be granted for the importation of coffee if carried at a freight rate greater than that established by the United States Shipping Board. The purpose of this ruling was to aid in the enforcement of the rates which had been established on November 21, 1917, by the chartering committee of the Shipping Board. It appeared that these rates were being disregarded. In fact, at the time this ruling was passed coffee en route to the United States was being transported at rates which caused the total freight charges to be hundreds of thousands of dollars in excess of the lawful amount. This profiteering in freight rates on coffee caused an unstable condition in the coffee market and a wide variation in the cost of coffee to different buyers, according to the amount of freight paid. The increase in freight rates was of course reflected in the price of coffee. In accordance with the above resolution, all outstanding licenses for the importation of coffee were suspended until the importers presented a sworn statement to the effect that the rate of freight paid for the transportation of the coffee was not in excess of the rate established by the Shipping Board. In this way the rates of the Shipping Board were enforced and the profiteering with the resulting higher prices was eliminated. Thus thousands of dollars were saved to consumers of coffee in the United States.

Centralized buying.—Still another method of price control was afforded by centralizing the buying of a commodity in the hands of some agency of the Government. The best example of this method is wool. After July 28, 1918, no wool could be imported into the United States from Argentina or Uruguay except by the Quartermaster General of the United States Army or his nominees. At first the Quartermaster General did his buying in these countries through

a syndicate. Orders were placed with this syndicate in such a way that no two firms competed for the same kind of wool. This method was in operation from July 22 until October 26, 1918. The system was then changed so that one individual did all the buying. With the signing of the armistice the need of the Government for further supplies of wool ceased, and on November 13 a cable was sent to this wool buyer to cease buying. During this period of centralized buying Great Britain made no purchases of wool in these countries. Individual American importers were not competing with each other. The average price for the grades of wool purchased by the United States dropped to 55 cents from about $57\frac{3}{4}$ cents a pound. During this period the United States purchased in these countries 44,433 bales. Assuming 950 pounds to a bale, this amounted to 42,211,350 pounds. If no consideration is given to the fact that prices would probably have risen, the saving resulting from this plan of central buying amounts to \$1,160,812. It should, moreover, be noted that within a period of three and a half months the United States purchased all the wool in the South American market without causing a sharp rise in the prices such as certainly would have occurred had as much wool been bought in as short a period of time under conditions of competitive buying. Thus the saving on wool to the Government through the wool option ¹ and this plan of central buying was at least \$35,000,000.

Imposing an embargo on the importation of commodities.—In the fall of 1918 the price situation as regards burlap and burlap bags became so serious in this country that the War Industries Board and Food Administration felt it necessary that some action be taken with a view of lowering their price. These materials were greatly needed by the United States, not only for use as trench bags, but as packing material. Their use reduced the amount of wooden cases for packing purposes and also reduced the amount of cargo space occupied by goods shipped overseas. The rise in the price of bags caused shipments to be made in bulk. In the case of goods like potatoes, this caused much more bruising; in the case of wheat, more leakage and damage was the result.

There was no necessity for such prices to be charged. The British Government controlled prices in Calcutta so far as its own purchases and those of its own civilians were concerned, but refused to interfere further with the course of trade. The Calcutta merchants took advantage of this situation to speculate in burlaps. The result was that prices to non-British consumers ranged as high as three times the prices paid by British consumers, the latter prices affording at least a 20 per cent profit for the burlap mills in Calcutta. Approximately \$35,000,000 was paid by American purchasers in excess of the amounts which such materials would have cost at the Government price established in England. The greater part of this excess went to the speculators, who, by purchasing futures, secured control of a sufficient quantity of the supply to be able to dictate the price.

Therefore, on October 4, 1918, the War Trade Board, upon the recommendation of the War Industries Board, passed a resolution

¹ See pp. 105, 106.

whereby, until further notice, no licenses were to be granted for the importation of burlap, burlap bags, or jute without the approval of the War Industries Board and the Food Administration. Inasmuch as their approval was withheld as long as the price of these materials remained exorbitant, this was for practical purposes an embargo. The desired result was accomplished, as the ordinary demand for burlap from Calcutta largely ceased, and consequently the base price at Calcutta dropped from about 16.17 cents a pound on October 2 to about 9.79 cents a pound on December 28, 1918.

IV. OBTAINING TONNAGE FOR OUR MILITARY NEEDS.

THE OCEAN TRANSPORTATION PROBLEM.

The most pressing problem which the United States faced when it entered the European war was the transportation overseas of its military forces and the munitions and other supplies necessary to maintain them. The American merchant marine was small and the British merchant marine was already hard pressed to meet the needs of the British Empire. The Central Powers counted implicitly on these conditions when they determined to push their submarine warfare to the limit and risk the entrance of the United States into the war. To their surprise the United States was able to overcome this difficulty, and between January 1, 1918, and the end of November 1,862,000 troops were transported overseas by this country. In addition, during the calendar year 1918 the Army shipped 5,842,000 short tons of cargo.

The two principal American agencies through which the shipping problem was solved were the United States Shipping Board, including the Emergency Fleet Corporation, and the War Trade Board. The latter obtained tonnage for the Army in four different ways: (1) By negotiation; (2) by bunker control; (3) by import control; (4) by export control.

TONNAGE BY NEGOTIATION.

From the beginning of its existence the War Trade Board carried on negotiations with various countries which resulted in the direct acquisition of vessels. Tonnage agreements were consummated with Norway, Sweden, Denmark, and Japan. Negotiations were also entered into with Holland and for a long time it was hoped that an agreement would be reached, but finally it proved necessary to take over the Dutch shipping which was at the time within the jurisdiction of the United States, giving the owners due compensation for the use of the vessels and safeguarding them against any losses.

Dutch Tonnage.

Inasmuch as the negotiations with Holland in regard to the acquisition of Dutch tonnage were among the first which the War Trade Board undertook, they are considered first. The Dutch shipping problem was a difficult one. It was closely connected with the problem of keeping essential supplies out of Germany. As early as July, 1917, the Exports Council was corresponding with the Dutch Government in regard to the actual needs of Holland. In a memorandum prepared by the Council it was pointed out that the United States could not be expected to export food supplies to neutrals beyond the minimum amount which was required by the neutrals after they had made every effort to increase their own produc-

tion to the maximum and to reduce their consumption to the minimum. It was also pointed out that the United States must guard itself against supplying the border neutrals with commodities, which, though not reexported to Germany, would permit the neutrals to part with some of their own domestic supplies. It would be still more to the detriment of the Allies if the United States shipped to the border neutrals feeding stuffs which would be reexported to Germany in the form of protein fat values produced by their use. The Exports Council therefore requested that the Dutch Government furnish information regarding stocks on hand or in transit, or which were owned by the Dutch, but located in the United States, and also a statement of all commodities which they desired to import from the United States. Until this information was forthcoming the embargo upon the exportation of goods proclaimed in July, 1917, would be maintained.

Week followed week and yet the Dutch Government failed to deliver this information. Meantime about 450,000 tons of Dutch shipping lay in ports of the United States, on account of lack of agreement as to the conditions under which they would receive supplies from the United States. Communications continued to pass between the two Governments in the attempt to put this idle tonnage into service. The War Trade Board continued the policy of refusing bunker licenses for the Dutch ships until an agreement should be reached. In December representatives of the Board, of the Allies, and of the Netherlands, met in London for the purpose of concluding a general agreement. The questions of allowing fertilizers to be imported into Holland, of Holland's exports to Germany, of Dutch shipping to be used for Belgian relief and for carrying goods to Cete, France, for Switzerland, and the question of placing part of the Dutch merchant marine at the disposal of the associated nations and of using such tonnage in the war zone arose during the course of the negotiations. Early in January, 1918, negotiations were successfully concluded and the Dutch delegates desired to refer the results to their Government. The acceptance of the agreement, including terms regarding the employment of Dutch tonnage, rested with the various Governments. In order, however, that Dutch tonnage might not longer remain idle, it was suggested that pending the acceptance of the general agreement a provisional shipping agreement (*modus vivendi*) be made. This was finally accomplished on January 25, 1918.

The succeeding events, whose sequel was the requisitioning on March 20, 1918, of all Dutch ships in United States waters, are succinctly described in the statement issued by the President in conjunction with his proclamation which authorized the requisition. The President's statement is here printed in full:

"For some months the United States and the entente allies have been conducting negotiations with the Dutch Government with the object of concluding a general commercial agreement.

"A very clear statement of the character of these negotiations was made on March 12 to the Dutch Parliament by his excellency the minister of foreign affairs of Holland. As appears from the statement, the discussion proceeded upon the basis of two fundamental propositions, namely, that the United States and the Allies should facilitate the importation into Holland of foodstuffs and other com-

modities required to maintain her economic life, and that Holland should restore her merchant marine to a normal condition of activity."

TASK OF THE NEGOTIATORS.

"It was the task of the negotiators to develop a specific application of these propositions which would be acceptable to the Governments concerned.

"Early in January, 1918, the negotiators came to an understanding which was embodied in a tentative agreement which was submitted to the Governments concerned in order that if acceptable it might be ratified, or if unacceptable a counterproposal might be made.

"The negotiations becoming prolonged, the Dutch delegates proposed, in order that their ships might sooner be put into remunerative service, that Dutch tonnage lying idle in American waters should, with certain exceptions, be immediately chartered to the United States for periods not exceeding 90 days."

ACCEPTED BY UNITED STATES.

"This proposal was accepted by the United States Government, and on January 25, 1918, the Dutch minister at Washington handed to the Secretary of State of the United States a note expressing the terms of the temporary chartering agreement and his Government's acceptance thereof. This agreement provided, among other things, that 150,000 tons of Dutch shipping should, at the discretion of the United States, be employed partly in the service of Belgian relief and partly for Switzerland on safe conduct to Certe, France, and that for each ship sent to Holland in the service of Belgian relief a corresponding vessel should leave Holland for the United States. Two Dutch ships in the United States ports with cargoes of foodstuffs were to proceed to Holland, similar tonnage being sent in exchange from Holland to the United States for charter as in the case of other Dutch ships lying in the United States ports."

AGREEMENT EXPLICITLY TEMPORARY.

"The agreement was explicitly temporary in character and, being designed to meet an immediate situation, prompt performance was of the essence. The Dutch Government at once disclosed, however, that it was unwilling or unable to carry out this chartering agreement which it had itself proposed. The first desire of the United States was to secure at once shipping, as contemplated by the agreement, to transport to Switzerland foodstuffs much needed by the State. One difficulty after another was, however, raised to postpone the chartering of Dutch ships for Swiss relief, and, although the reason was never formally expressed, it was generally known that the Dutch shipowners feared lest their ships should be destroyed by German submarines, even though on an errand of mercy, and though not traversing any of the so-called 'danger zones' proclaimed by the German Government. That this fear was not wholly unjustified has, unhappily, been shown by the recent act of the German Government in sinking the Spanish ship *Sardinero* outside the 'danger zone'

when carrying a cargo of grain for Switzerland, and after the submarine commander had ascertained this fact by an inspection of the ship's papers."

GERMAN PRESSURE ADMITTED.

"In respect of Belgian relief, the Dutch Government expressed its present inability to comply with the agreement on the ground that the German Government had given Holland to understand that it would forcibly prevent the departure from Holland of the corresponding ships, which under the agreement were to leave coincidentally for the United States. The Dutch Government even felt itself unable to secure the two cargoes of foodstuffs which under the agreement it was permitted to secure, since here again the German Government intervened and threatened to destroy the equivalent Dutch tonnage which under the agreement was to leave Holland for the United States.

"Nearly two months have elapsed since the making of the temporary chartering agreement, and the proposed general agreement has lain even longer without reply on the part of Holland. Meanwhile, German threats have grown more violent, with a view to preventing any permanent agreement and of forcing Holland to violate any temporary agreement."

FINAL PROPOSAL TO HOLLAND.

"On March 7, through Great Britain, a final proposal, expiring on the 18th, was submitted to Holland. A reply has been received which, while in itself unacceptable, might under other conditions have served as a basis for further negotiations. But the events to which I have alluded had served to demonstrate conclusively that we have been attempting to negotiate where the essential basis for an agreement, namely, the meeting of free wills, is absent. Even were an agreement concluded, there is lacking that power of independent action which alone can assure performance. I say this not in criticism of the Dutch Government. I profoundly sympathize with the difficulty of her position under the menace of a military power which has in every way demonstrated its disdain of neutral rights. But, since coercion does in fact exist, no alternative is left to us but to accomplish, through the exercise of our indisputable rights as a sovereign, that which is so reasonable that in other circumstances we could be confident of accomplishing it by agreement."

STEPS TO UTILIZE SHIPS.

"Steps are accordingly being taken to put into our service Dutch shipping lying within our territorial jurisdiction. This action on our part and the similar action which is being taken by Governments associated with us leaves to Holland ample tonnage for her domestic and colonial needs. We have informed the Dutch Government that her colonial trade will be facilitated and that she may at once send ships from Holland to secure the bread cereals which her people require. These ships will be freely bunkered and will be immune from

detention on our part. The liner *New Amsterdam*, which came within our jurisdiction under an agreement for her return, will, of course, be permitted at once to return to Holland. Not only so, but she will be authorized to carry back with her the two cargoes of food-stuffs which Holland would have secured under the temporary chartering agreement had not Germany prevented. Ample compensation will be paid to the Dutch owners of the ships which will be put into our service, and suitable provision will be made to meet the possibility of ships being lost through enemy action."

DESIRE TO SAFEGUARD HOLLAND.

"It is our earnest desire to safeguard to the fullest extent the interests of Holland and of her nationals. By exercising in this crisis our admitted right to control all property within our territory, we do no wrong to Holland. The manner in which we proposed to exercise this right and our proposals made to Holland concurrently therewith can not, I believe, fail to evidence to Holland the sincerity of our friendship toward her.

"WOODROW WILSON."

The United States secured thus 87 ships of 354,478 tons.

Swedish Tonnage.

At the same time that negotiations with regard to tonnage were taking place with Holland, similar negotiations were entered into with Sweden. The Exports Council, at the time that it requested Holland to furnish information regarding stocks on hand or in transit, or which were owned by the Dutch, but located in the United States, of goods which they desired to import from the United States, made a similar request of Sweden. The same problem of furnishing the country with essential supplies without aiding the enemy arose with Sweden. Delegates from Sweden met in London with representatives of the War Trade Board and of the Allied Governments in the month of December, 1917. The agreement resulting from these negotiations was not signed until May 29, 1918. Meanwhile, however, a *modus vivendi* agreed upon January 29, 1918, was in effect.

Swedish modus vivendi.—This working agreement contained not only provisions relating to commodities which the Associated Governments agreed to permit Sweden to import, but also a provisional tonnage arrangement. Pending the conclusion of a final settlement the Swedish Government agreed:

- (1) To permit all Swedish shipowners to charter their ships to the Commission for Relief in Belgium without imposing any conditions.
- (2) To grant licenses for all Swedish ships then idle in Allied European ports to be chartered for employment in the war zone for a period of three months.
- (3) To grant licenses for all Swedish ships idle in North and South American ports for employment in Allied interests outside European waters for a period of four months. If the Swedish Government desired to utilize any of these vessels to transport the commodities which the

modus vivendi provided Sweden might import, it was to be permitted to do so on condition that an equivalent amount of Swedish tonnage then in Sweden be dispatched simultaneously to the United States.

- (4) To grant licenses for Swedish vessels then lying in Swedish ports to resume trading voyages pending the conclusion of a general agreement and to put no obstacles in the way of direct negotiations between the Allies and Swedish shipowners; provided in each case (a) that the Swedish Government was satisfied that the vessel was not actually required for the service of Sweden; and (b) that before the license was granted the Associated Governments should give a formal assurance that every facility, including a sufficient supply of bunker coal, be granted at a port outside the danger zone to permit the vessel to return to Sweden in ballast, if so desired, whenever it completed the voyage for which it was chartered; provided also that the Associated Governments should give a formal assurance that no conditions whatever would be exacted in regard to the future employment or movement of the given vessel.

The provisional tonnage agreement also stipulated the rates for which the Swedish vessels were to be chartered and provided that the minimum amount of Swedish tonnage to be chartered for the service of the Associated Governments in the war zone under the agreement should be 100,000 tons dead-weight. Of this amount 80,000 tons were to be delivered immediately and 20,000 tons within six weeks of the agreement. It was further stipulated that one-half of all the charters effected under the agreement should be with the United States Shipping Board and one-half with persons nominated by the British Government.

Swedish tonnage agreement.—On May 29, 1918, the final agreement was signed by representatives of the British, French, Italian, and Swedish Governments and by a representative of the War Trade Board. One portion of this constituted the tonnage agreement. A brief summary of the provisions involving the United States is given:

- (1) Two hundred thousand dead-weight tons (bunkers included) of the Swedish merchant marine were to be placed at the service of the Associated Governments on time charter with liberty to trade in the war zone. No sailing vessels nor vessels under 500 tons gross were to be included in this amount.

- (2) An equal amount of Swedish tonnage other than sailing vessels was to be employed in the service of the Associated Governments on time charter, but not within the war zone. All vessels in this group were to be over 2,300 tons dead-weight.

- (3) One-half of the time charters thus provided for were to be made with nominees of the United States Government and one-half with nominees of the Interallied Chartering Executive in London. This put 200,000 dead-weight tons at the disposal of the United States.

- (4) Fifty per cent of the ships were to be delivered before June 29, 1918, and all of the vessels before August 29.

(5) Swedish tonnage to the amount of at least 150,000 dead-weight tons was to be employed in the service of the regular Swedish over-sea lines in accordance with the following plan:

Line 1.—From Sweden to Australia via United States coaling port and Panama Canal, and back with wheat from Australia to Sweden, if such cargo be available; *otherwise with cargo from Australia to the United States, and from United States to Sweden.* Approximate tonnage for this line, 24,000 tons dead-weight.

Line 2.—From Sweden to South Africa; from South Africa to India with approved cargo; *from India to United States with approved cargo;* and from United States to Sweden with cargo. Approximate tonnage, 40,000 tons dead-weight.

Line 3.—From Sweden to Persian Gulf; *from Persian Gulf or India to the United States with approved cargo;* and from United States to Sweden with cargo. Approximate tonnage, 12,000 tons dead-weight.

Line 4.—From Sweden to India; from India back to Sweden with cargo under general agreement; *failing this, India to America and then America to Sweden.* Approximate tonnage, 15,000 tons dead-weight.

Line 5.—From Sweden to United States and Mexico and *back to Sweden with cargo from United States under general agreement.* Approximate tonnage, 25,000 tons dead-weight.

Line 6.—From Sweden to River Plate and back to Sweden with cargo under general agreement. Approximate tonnage, 20,000 tons dead-weight.

Line 7.—From Sweden to west coast of South America and back to Sweden with cargo under general agreement. Approximate tonnage, 14,000 tons dead-weight.

It will be noted that three of these lines involving 77,000 dead-weight tons were to touch at ports of the United States on their return to Sweden, and two more lines with a capacity of 39,000 dead-weight tons were to return with cargo to the United States provided they were unable to get the cargo required for return directly to Sweden. In this way the United States was able to secure necessary imports without using her own tonnage. This permitted the tonnage thus saved to be used when the needs were greatest.

(6) Swedish sailing vessels trading to Sweden from overseas were to load only in United States ports.

(7) Cargo space equivalent to at least 50 per cent of all Swedish vessels calling at United States ports on the outward journey was to be made available for the carriage of approved cargo from the United States to the country to which the vessel was destined, provided the space was not required for approved Swedish cargo.

Here, again, is seen a diversion of American tonnage to military purposes by securing foreign vessels to carry this country's exports.

Norwegian Tonnage.

Steam vessels, fifty-fifty agreement.—No shipping agreement was reached by the United States with Norway until April 20, 1918. However, through what is known as the fifty-fifty agreement concluded with Great Britain on January 12, 1918, the United States acquired a considerable amount of Norwegian steam tonnage. To understand this proceeding fully it is necessary to refer to the agreement between Great Britain and Norway which was concluded in July, 1917. The negotiations leading up to this compact had gone

so far by the time the United States entered the war that it was impossible to change the basis of the agreement. It provided:

(1) That Norway's coal requirements should be satisfied by Great Britain and carried to Norway in British ships.

(2) That Great Britain should requisition Norwegian ships at that time engaged in the coal trade and replace them with British ships.

(3) That certain Norwegian ships should be definitely set aside—

(a) For Norwegian coasting trade.

(b) For the carriage of Norway's overseas supplies.

(4) That on the expiration of their existing engagements all Norwegian ships which were at that time engaged in United States trade should be chartered to Great Britain as their existing charters to United States citizens lapsed.

On November 23, 1917, the British Embassy in Washington and the War Trade Board arrived at a tentative agreement whereby:

(1) Ships on time charter to United States citizens and ships operating between the United States and South America on the Caribbean were to be taken on time charter by the United States Shipping Board.

(2) Ships on charter to British subjects were to remain at the disposal of the British Government.

(3) Ships in the service of France and Italy were to be reallocated to such service on the expiration of their current engagements if the war situation so required.

(4) Any balance over and above the ships retained by Norway for her own requirements were to be allocated to war services as should be agreed between the Interallied Chartering Executive and the United States Shipping Board.

For all the above purposes Great Britain and the United States were to have an equal voice in all decisions relating to employment of ships, without prejudice to the rights of France and Italy. For this purpose the War Trade Board would appoint a representative to attend all meetings of the Interallied Chartering Executive in London, and the British Government would maintain a representative at Washington to consult with the United States Shipping Board.

It was also proposed that in the future all neutral tonnage acquired by either Government as the result of negotiation was to be allocated on a basis of fifty-fifty between the United States Shipping Board and the Interallied Chartering Executive.

On January 12, 1918, the British representatives at Washington ratified the first three provisions quoted above and stated that this would give the Shipping Board control over vessels under charter on November 23, 1917, to citizens of the United States, and that the European Allies would obtain similar control of vessels in their service at that date. Furthermore, they agreed that the control of the balance of Norwegian tonnage mentioned in the fourth provision should be equally divided between the Interallied Chartering Executive and the United States Shipping Board.

As a result of these negotiations with Great Britain the United States was given control of 154 Norwegian steamers, with a gross tonnage of 390,545 and a dead-weight capacity of approximately 600,000 tons.

Japanese Tonnage.

Among the articles whose exportation from the United States was placed under license control by the President's proclamation of July 9, 1917, were ship plates and structural shapes. The steel conservation program adopted by the Exports Council and the restrictions placed on the exportation of these commodities on August 2, 1917, stopped the exportation of over 300,000 tons of ship plates and shapes which had been purchased by the Japanese. Japanese shipping had prospered greatly as a result of the withdrawal of German and British shipping from the Pacific, and some 270 steel vessels of more than 1,000 tons each, aggregating over 1,000,000 tons in all, were in the course of construction or about to be built. To complete this program Japan had to secure ship plates, shapes, and other ship material from the United States. The Japanese Government therefore immediately entered into correspondence with the Government of the United States for the purpose of securing as much as possible of these materials.

The War Trade Board (including its predecessors, the Exports Council and the Exports Administrative Board), realizing the needs of the United States for these materials in order to carry out its own shipbuilding program, did not consider that export licenses should be issued for shipbuilding materials unless by so doing the United States could procure ships more rapidly than they could be built here. Admiral Capps, of the Emergency Fleet Corporation, stated that for purposes of approximate estimation it might be assumed that for low-speed cargo-carrying vessels of from five to ten thousand tons dead-weight capacity, 5,000 tons of steel plates and shapes should produce 15,000 tons of cargo dead-weight capacity. The proposition was made to the Japanese that they should furnish the United States with vessels in exchange for shipbuilding materials. These negotiations were continued with the Japanese Government until December. The Japanese Government then turned the problem over to certain Japanese shipbuilding companies. These firms had purchased approximately 300,000 tons of ship plates and structural shapes, and they desired to secure export licenses for these supplies.

Steamers chartered.—Before these negotiations with the Japanese shipbuilders resulted in action, the Government of the United States approached the Japanese Government with a proposition to charter as much Japanese tonnage as possible. The result of this proposal was an offer by the Japanese Government to charter to the United States steamers of 150,000 dead-weight tons for a period of six months. On March 3, 1918, the United States Government accepted the Japanese offer and as a result acquired 23 steam vessels, with a dead-weight capacity of 151,478 tons. The United States was free to use these vessels wherever it chose. The actual contracts were signed on April 26, 1918.

Shipbuilders' agreement.—Meantime the negotiations with the Japanese shipbuilding firms continued until, on March 26, 1918, an agreement was reached whereby the Japanese shipbuilders agreed to sell to the United States 12 ships whose dead weight totaled approximately 100,000 tons. The United States agreed, for each dead-weight ton of ships delivered, to license the exportation of 1 ton of

steel for which contracts had previously been made. The deliveries of the ships were to occur between May and September. On April 12 the United States Government accepted the offer of three more ships of 9,000 tons each on the same basis of 1 dead-weight ton for 1 ton of steel previously purchased. One of these vessels was to be delivered in November and two in December. During the months of March and May contracts were entered into with the Japanese shipbuilders for the construction of 30 vessels of a total of 245,850 dead-weight tons. These vessels were to be delivered during the first six months of 1919. The shipbuilders were to receive licenses to export 1 ton of steel newly contracted for in exchange for every 2 dead-weight tons of ships.

The total results of these Japanese negotiations may be summarized as follows:

	Vessels.	Dead-weight tons.
Chartered.....	23	151,478
Ships to be constructed for 1918 delivery.....	15	128,743
Ships to be constructed for delivery during first 6 months of 1919.....	30	245,850
Total.....	68	526,071

Danish Tonnage.

Negotiations relating to the exportation of commodities to Denmark and the placing of Danish tonnage at the disposal of the United States were carried on from the middle of 1917 until September 18, 1918, before a final agreement was concluded. Denmark, however, was employing a large amount of her merchant marine in the service of the Associated Governments, and the possibility that the War Trade Board could acquire any considerable block of additional tonnage from this source was small.

By the terms of this agreement, entered into by the War Trade Board and the Danish Special Shipping Committee, the latter agreed to charter to the United States Shipping Board 265,000 dead-weight tons and to Great Britain 200,000 dead-weight tons, all of these steamers and motor vessels to be over 500 dead-weight tons. Of the American allotment about 80,000 tons were to be chartered to the Belgian Relief Commission or to the Swiss Government. About half of the remainder might be used within the German submarine danger zone as existing January 16, 1918, and the rest were to be used outside these danger zones. The vessels were to be chartered for six-month periods, the Danish Special Shipping Committee agreeing that the charters would be renewed on the same conditions until terms of peace were signed by the United States.

Summary.

The following table, compiled from figures furnished by the United States Shipping Board, shows the *steam* tonnage actually acquired by the United States prior to December 1, 1918, through the negotiations which were conducted, or participated in by the War Trade

Board. The figures for December 1, 1918, have been selected as best indicating the amount of this tonnage which had been acquired during the period of hostilities. The table shows the amount of this tonnage in the service of the Army or Navy on this date.

Flag.	Secured through agreements.			In the service of the Army or Navy.		
	Number vessels.	Dead-weight tons.	Gross tons.	Number vessels.	Dead-weight tons.	Gross tons.
Danish (war zone).....	17	36,498	52,646	1	4,717	2,529
Danish (nonwar zone).....	19	89,666	53,479			
Dutch.....	87	523,013	354,478	53	387,550	264,943
Japanese.....	23	131,001	100,909	19	129,181	86,448
Norwegian in service of the United States	114	467,269	300,540	13	71,454	42,625
Swedish (war zone).....	51	101,283	69,480	40	75,238	52,137
Swedish (nonwar zone).....	23	101,036	62,377	1	3,600	3,072
Total.....	334	1,519,766	993,909	127	671,740	451,754

It should be noted that these figures do not include the 13 Japanese vessels which were built and delivered prior to December 1, 1918. The table shows that 334 steam vessels totaling over 1,500,000 dead-weight tons were brought into the service of the United States through negotiation. Sixteen of these, amounting to 70,683 dead-weight tons, were sunk. This left 318 vessels, a total of 1,449,083 dead-weight tons. The table shows that on December 1, 1918, the Army and Navy were using 127 of these vessels of over 670,000 dead-weight tons. This was over 46 per cent of the steam tonnage which had been acquired through negotiation. The remainder aided the Army indirectly by releasing for its use American tonnage which otherwise would have been required in the import trade.

CONSERVATION OF TONNAGE BY BUNKER CONTROL.

British Use of Bunker Control.

One of the most effective methods used to conserve tonnage was the control exercised over bunker supplies, chief among which was fuel. Vessels depending upon any source of power excepting the wind were forced to secure coal or fuel oil to continue on their voyages. The nations which possessed these supplies had the power of dictating the terms under which they would part with them. England's control over neutral vessels prior to July, 1917, was exercised mainly in this way. England was handicapped in this policy, however, by the fact that the United States was an important source of these supplies. The United States furnished to vessels engaged in foreign trade 7,470,988 long tons of bunker coal in 1915 and 7,825,731 long tons in 1916. Likewise the United States supplied 3,565,805 barrels of bunker oil in 1915, and 5,529,787 barrels in 1916. With our entrance into the war on the side of the Allies it became possible so to extend this control as practically to dominate the shipping of the world. Outside of the British Empire and the United States the sources of bunker fuel open to the shipping world were practically nonexistent.

Previous to the declaration of war by the United States the British policy of bunker control had been developed to accomplish several objects:

(1) To aid in the enforcement of the allied blockade. As one of the conditions of obtaining bunker fuel, neutral vessels were required when proceeding to Europe to call at a British port for examination. In this way it was possible for the British to assure themselves that goods were not being shipped to the enemy.

(2) To prevent coal, oil, and other supplies from being conveyed to enemy submarines or commerce raiders. This was done by confining the shipment of such supplies to approved consignees.

(3) To prevent the transportation of enemy reservists.

(4) To conserve tonnage (*a*) by preventing the uneconomical use of shipping in long trips in ballast and (*b*) by the requirement, as a condition of receiving bunker fuel, that the neutral ships perform a certain amount of service beneficial to the Allies, such as the carrying of coal from the United Kingdom to various islands in the Atlantic Ocean.

As the war advanced and German submarines made heavy inroads on the world's shipping, the last of these objects of bunker control became the most important one. The British were working on this problem at the time that the United States entered the war, and our entry afforded the possibility of eliminating to a great extent the opportunity of evasion which had previously existed.

The United States followed the example of Great Britain in controlling commerce through the licensing of bunkers, and although all of the objects mentioned above were borne in mind, nevertheless the most important result of the exercise of control over bunkers by the United States was conservation of tonnage. The United States and the British Empire together, through their monopoly of bunker fuel, were able in a large measure to turn the tonnage of the world into those channels where it would be most useful to the Associated Governments and would permit them to withdraw their own tonnage from the various trade regions and put it into the service of transporting troops, munitions, and war supplies of all kinds to Europe.

Methods by Which the War Trade Board Acquired or Conserved Tonnage Through Bunker Control.

Sailing vessels.—One of the first restrictions bringing about a conservation of tonnage through bunker control was the refusal to grant a bunker license to sailing vessels for a trip which would take them into the submarine zone. The danger of loss of tonnage through submarines was much greater in the case of sailing vessels than in that of steam vessels. Consequently this measure was taken to force the sailing vessels into the safe zones and thereby release to some degree steam vessels for service in the war zone.

Small steam vessels.—On February 27, 1918, the War Trade Board passed a resolution that no American steamers of 2,500 tons deadweight or less should be permitted to engage in trans-Atlantic or other long voyage trades. This was done in order to conserve tonnage. On a long trip relatively large proportion of the cargo capacity of such vessels is taken up with bunker fuel. It was possible to save tonnage by transferring these vessels to coastwise trade and trade

with the West Indies and thus to permit the larger vessels engaged in this trade to be used in overseas service. The amount of fuel needed for these short trips would be much less and the small vessels could be loaded with much more cargo than if they were allowed to make long voyages. This policy permitted a further saving in tonnage because the smaller steam vessels were more subject to destruction by submarines than the large ones. Finally, the withdrawal of the smaller and slower vessels from trans-Atlantic voyages enabled the convoys to proceed at much greater speed.

Vessels to be laden to fullest capacity.—A third method of conserving tonnage by means of the control over bunkers was the policy of withholding bunker licenses unless the vessels were laden to their fullest capacity, or unless some valid reasons were given for sailing without a full cargo.

Discouragement of long hauls.—All applications for bunker licenses contained statements showing the complete voyage contemplated and the nature of the cargo to be shipped on the outward trip, as well as that contemplated for the return trip. If the War Trade Board considered that too long a haul was planned, the license was not granted and thus tonnage was conserved. As early as December, 1917, the applications for bunker licenses of certain vessels desiring to make a voyage to South Africa were refused, and as a result the Shipping Control Committee obtained them for service in the South American and West Indian trade.

Attempt to keep vessels actively employed.—A regulation which all applicants for bunker licenses were bound to observe was that no vessel should be laid up in port except for necessary repairs without the approval of the War Trade Board or the Interallied Chartering Executive.

Quality of bunker coal.—On April 1, 1918, the Fuel Administration issued a circular to the effect that it had prescribed certain varieties of coal to be used for bunkers. The grades selected were chosen with regard to their steam producing and low volatile qualities. The use of such coal made for conservation of tonnage in two ways—first, by diminishing the time spent on the trip between ports, and, second, by lessening the probability of loss by submarines. Agents of the War Trade Board and collectors of the customs were instructed to see that the proper bunker fuel was placed upon vessels, especially those contemplating trans-Atlantic voyages.

Restriction of the use of coal for stiffening.—During the last week of September, 1918, reports were received by the War Trade Board that there were 7 sailing boats on fire at Norfolk and 13 at South American ports. An investigation showed that the fires were caused by spontaneous combustion. It appeared that these vessels had used coal for stiffening purposes or ballast and had later loaded a cargo of coal on top of that which had been used for stiffening. This practice of mixing two grades of coal is very dangerous, especially if the coal used for stiffening is damp. As time elapses the coal becomes heated and spontaneous combustion is very likely to occur. Because of the danger of losing tonnage through fire, instructions were sent on October 5, 1918, to the agents of the Board and the collectors of customs at Baltimore, Boston, New York, Norfolk, and Philadelphia to notify all representatives of sailing vessels at their

ports that as a condition of receiving a bunker license sailing vessels should refrain from taking on board coal for stiffening purposes. The wisdom of this policy is indicated by the fact that from the time of its adoption until the close of 1918 no cases of coal or cargo afire were reported. On January 16, 1919, the regulation was modified to permit the use of coal for stiffening by sailing vessels, subject to the provision that when the vessels should call at any of the ports mentioned above to complete loading coal cargoes they must furnish a marine surveyor's certificate to the effect that the stiffening showed no signs of heating.

Discharge of surplus bunker fuel and ships' stores.—Late in October, 1918, the War Trade Board decided to modify its ruling in regard to the discharge of bunker fuel and ships' stores at foreign ports. To conserve essential commodities the rule had been that no vessel should discharge such commodities at foreign ports. They were supposed to take only such supplies as they needed for their own use. However, at this time it seemed advisable to permit the discharge of these supplies in case a vessel found it had more than it needed. This privilege had to be carefully watched to prevent its abuse. In practice it was not granted to vessels at ports in Denmark, Iceland, and the Faroe Islands, Holland, Norway, Spain, or Sweden. The purpose of thus relaxing a former prohibition was to release the greatest possible amount of cargo space, especially on sailing vessels returning from South America.

Control over return trip.—In many instances the applicant for a license for bunker fuel and ship's stores was required to agree that the vessel would return directly to the United States or its possessions after it had made its outward trip and that it would discharge the entire return cargo in the United States or its possessions. Sometimes the agreement was still stronger, requiring that the vessel return via such route and via such ports and with such cargo as the War Trade Board might designate. The guaranty to return directly and to discharge the return cargo in ports under the jurisdiction of the United States enabled the United States to insure the employment of these vessels in our trade. They could not remain in their home ports or engage in a trade in which this country was not receiving the benefit of the cargo space. The import and export restrictions regulated the goods to be carried by these vessels, and where it was desirable, the requirement to bring specified commodities especially needed could be imposed. This was the most effective way of securing and retaining the services of neutral shipping.

REGULATION OF IMPORTS.

At the beginning of 1918 it became clear that the insistent need for ships in order to carry out the military program would call for a restriction of imports to the bare necessities of the United States. A survey of our import trade was instituted by the Division of Planning and Statistics of the Shipping Board with a view to ascertaining the articles whose importation could be restricted without affecting our war program; and the results of this survey were submitted to, and passed upon by the War Trade Board. On March 23, 1918, the first

list of restricted imports was issued by the War Trade Board, effective April 15, 1918. The items in this list were for the most part goods the importation of which could most obviously be dispensed with. This was followed by a second list published on April 22, 1918, to take effect on May 14, 1918. In general the commodities included in these two lists were such as could be dispensed with to a considerable degree without greatly disturbing the economic life of the country. It was estimated that the tonnage saved in the course of a year by the restrictions put into effect by List 1 would amount to 50,000 dead-weight tons and that the restrictions of List 2 would cause a saving of 150,000 dead-weight tons.

A third list was prepared, containing essential commodities which, after consultation with the industries affected and the governmental departments involved, were limited as to the amount of importations. The items in this list were put into effect by separate and successive regulations of the War Trade Board. These individual restrictions, imposed after List 1 and List 2 became effective, compose the Supplementary List of Restricted Imports. It was estimated that the savings in tonnage which would result in a year from the restrictions imposed by the supplementary list would be from 500,000 to 550,000 dead-weight tons.¹ The signing of the armistice prevented the full force of these restrictions from being felt. A number of the restrictions had not been in operation long enough to show full results expected, but nevertheless it was these restrictions which in the latter months of the war enabled a large tonnage to be transferred from commercial to military use.

Methods by which Tonnage was Conserved through the Regulation of Imports.

There were four methods of using import control to conserve tonnage:

- (1) Prescribing the method of conveyance.
- (2) Shifting the sources from which the imports were shipped.
- (3) Stimulating imports of materials in their more concentrated forms.
- (4) Reduction of the quantity of goods imported.

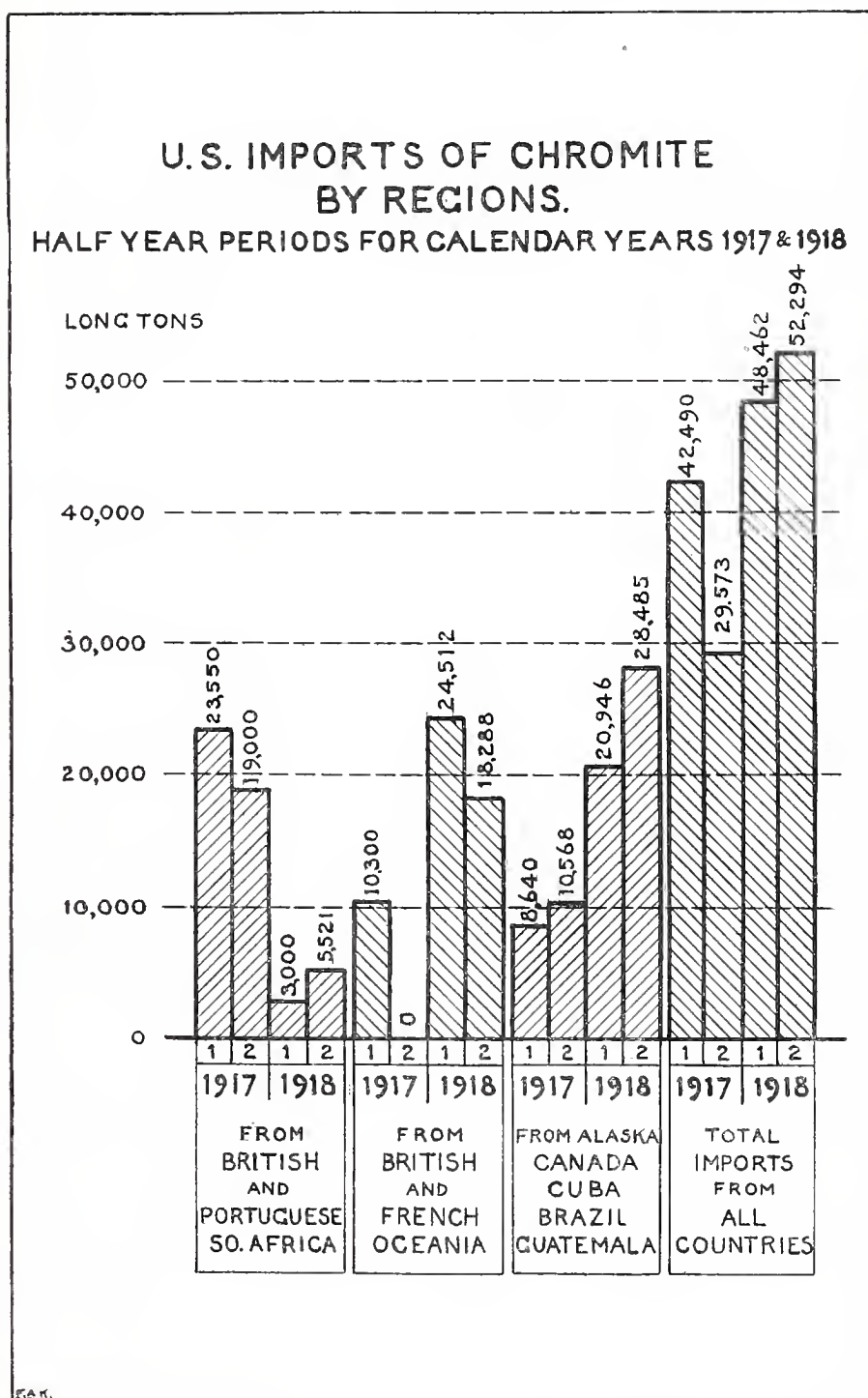
Prescribing the method of conveyance.—Much was accomplished in the conservation of tonnage by stipulating the means of conveying certain imports. Licenses would be issued for the importation of certain restricted articles provided they were brought on vessels which could not be utilized for troopships or for carrying supplies to the armies in France or for bringing essential imports. Quebracho wood could be imported only as deck cargo or "on vessels unfit for essential imports." Magnesite was allowed to be imported from the island of Santa Marguerita, situated off the western coast of Mexico, provided it was shipped in small gasoline boats of some 88 tons each. Licenses might be granted for imports of corundum from India and South America for an amount not to exceed in the aggregate 700 tons, provided the corundum was brought "upon sailing vessels not available for other importation purposes." In a ruling of the Board

¹ For further discussion of these restricted lists, see pp. 311-313.

passed May 24, 1918, limiting the amount of vegetable ivory which could be imported into the United States to 12,000 tons for the remainder of the year, it was provided that licenses might be issued for importations of vegetable ivory in excess of this amount if it was brought "on ships which the Shipping Control Committee of the United States Shipping Board states to be suitable for no other necessary imports." As an exception to the restrictions placed upon the importation of fruits and vegetables, fresh tomatoes were permitted after September 3 to come from the Bahamas to New York as deck cargo on the Cuba-New York mail steamers, and after September 11 all fruits and vegetables could be shipped into the eastern ports of Florida from the Bahamas provided they were brought "on schooners or motor boats of approximately 100 tons or less register which are owned and operated by residents of the Bahamas." It is interesting to note in passing that these relaxations of restrictions in favor of the Bahamas furnish another example of the policy of relaxing, whenever possible, restrictions which placed a serious economic burden upon other peoples. Although many more illustrations could be given, one more will be sufficient to demonstrate clearly this policy of conserving tonnage by means of stipulating the method by which the imports were to be shipped. Twelve thousand tons of New Caledonian chrome ore, in addition to 10,000 tons which might be imported unconditionally, might come to this country if shipped between July 12 and December 31, 1918, provided it came "as ballast for sailing vessels bringing in wool from Australia." By this method the larger and faster vessels which would be of service for carrying troops and supplies to Europe were released from other trade regions.

Shifting the sources from which the imports were shipped.—A second method by which the regulation of imports was made to conserve tonnage was by granting licenses for the importation of certain commodities only from the nearest sources. One of the most interesting illustrations of this shifting of sources is the case of chromite. Imports of chromite into the United States in 1917 were 72,063 long tons; in 1918 they amounted to 100,756 long tons. From what sources did this increase of nearly 30,000 tons come? In 1917 over 59 per cent of the total chromite imports into the United States came from British and Portuguese South Africa. If this same percentage had been maintained in 1918, imports from this region would have been 59,486 long tons. They actually were only 8,521 long tons. The actual decrease in the imports of chromite from South Africa in 1918 as compared with 1917 was a little over 34,000 long tons. However, imports from French and British Oceania rose from 10,300 long tons in 1917 to 42,800 in 1918. It will be noted that this increase of 32,500 tons did not quite offset the decrease from South Africa. The interesting feature is that by obtaining this chromite from Oceania instead of South Africa tonnage was saved, because the greater part of the chromite coming from Oceania came as ballast in sailing vessels bringing wool from Australia. As it was necessary to bring the wool, the transporting of chromite as ballast in the vessels laden with wool involved little additional tonnage. Turning to the countries nearer to the United States—Alaska, Brazil, Canada, Cuba, and Guatemala—the amount imported in 1918 was 49,431 long tons, whereas in 1917 only 19,208 long tons were imported.

This increase of over 30,000 tons for these countries near at hand is the answer to the question "From what sources did the increased imports of chromite come?" Of the 49,431 tons imported from these



countries in 1918, nearly 21,000 came from Canada and over 8,800 from Cuba. The ore from Canada was conveyed by rail or lake and that from Cuba involved no vessels of value for overseas service.

The rulings which brought about this change had provided that chromite would be permitted to enter the United States only under the following conditions:

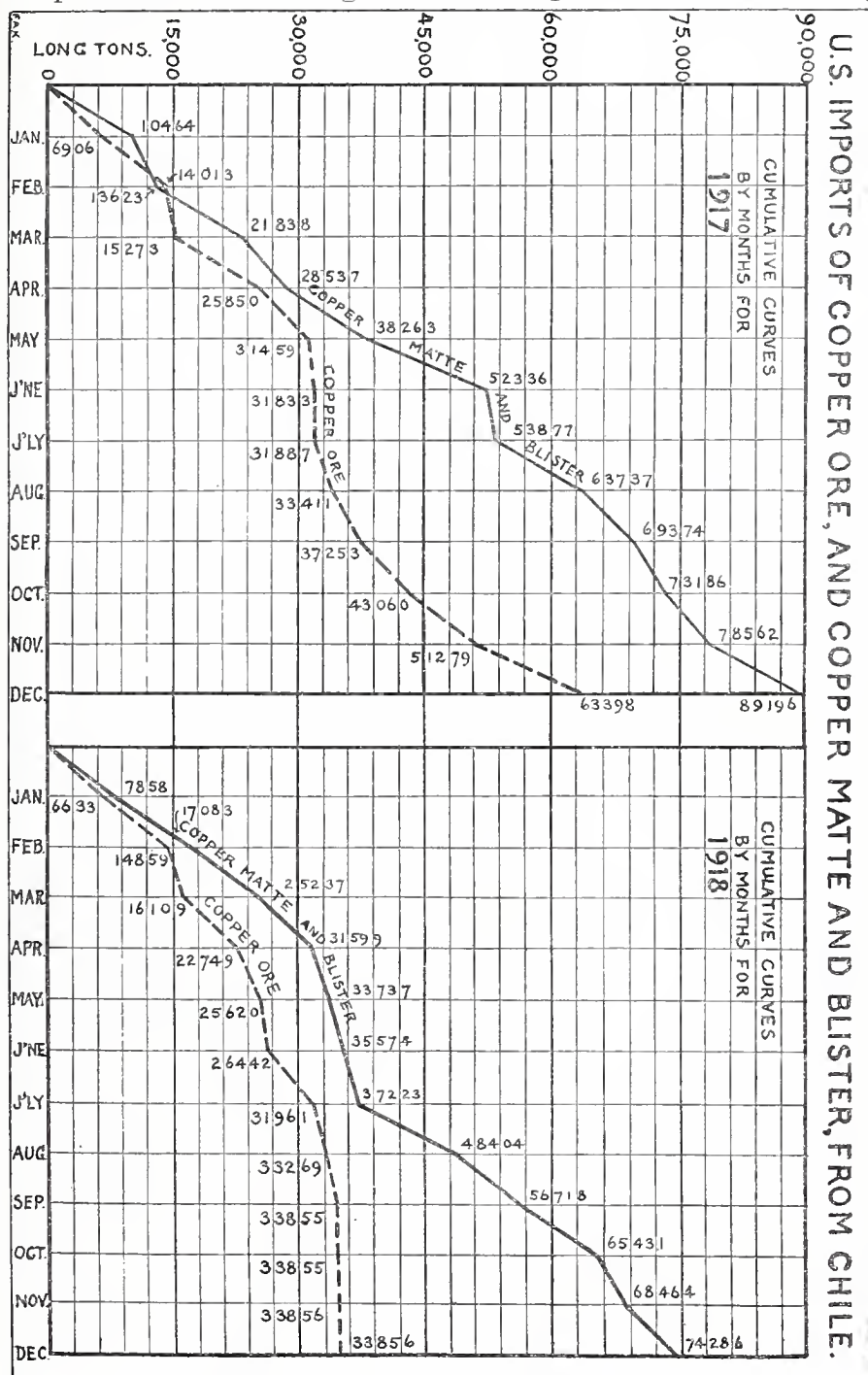
- (1) From Cuba, Guatemala, Newfoundland, and Brazil, by sea, not exceeding 43,500 tons between June 15, 1918, and March 31, 1919.
- (2) From New Caledonia, not exceeding 10,000 tons between June 15 and December 31, 1918. This was later modified to permit an additional 12,000 tons of New Caledonian ore to be shipped between July 12 and December 31, 1918, as ballast for sailing vessels bringing in wool from Australia.
- (3) Shipments coming (a) overland or by lake from Canada; (b) overland from Mexico; (c) as return cargo from European countries, and then only when shipped from a convenient port and loaded without undue delay.

On November 8 it was announced that no licenses would be issued for the importation of chromite except from Brazil, Canada, and Cuba, and all outstanding licenses for shipments of chromite to be made after November 11, 1918, from any source excepting these three countries were revoked.

Stimulating imports of materials in their more concentrated forms.—A third method by which shipping space was conserved was by permitting the importation of certain materials when in a somewhat concentrated form, but prohibiting the entrance of these goods in their more bulky state. One of the best examples of this policy was copper. On May 31, 1918, the War Trade Board passed a resolution that after June 10 no licenses should be issued for the importation of copper ore from any country except Cuba. All licenses for the importation of copper ore by shipments to be made after June 10 were revoked. On July 12 this was modified so as to permit imports from Canada and Mexico as well as Cuba. Copper concentrates containing less than 60 per cent of copper (later reduced to 50 per cent) were also embargoed unless imported from these three countries. It will be noted that no restriction was placed upon the importation of copper matte, blister, or refined copper. Copper in these forms takes up less than one-fifth as much cargo space as copper ore. In other words, 5 tons of copper ore of the grades imported into the United States contained less than 1 ton of copper; the balance was waste. The United States was ready to take all the copper that was presented, but was unwilling that valuable shipping space be utilized for the transportation of waste. It was hoped that this policy would cause an increase in the smelting of ore in the countries of origin in considerable quantities, especially Chile. The armistice was signed before time permitted this hope to be realized to any considerable degree. The accompanying graph, however, a cumulative curve showing the total amount for the year up to any given month, brings out clearly the cessation of imports of copper ore from Chile, whereas imports of copper matte and blister continued to come in.

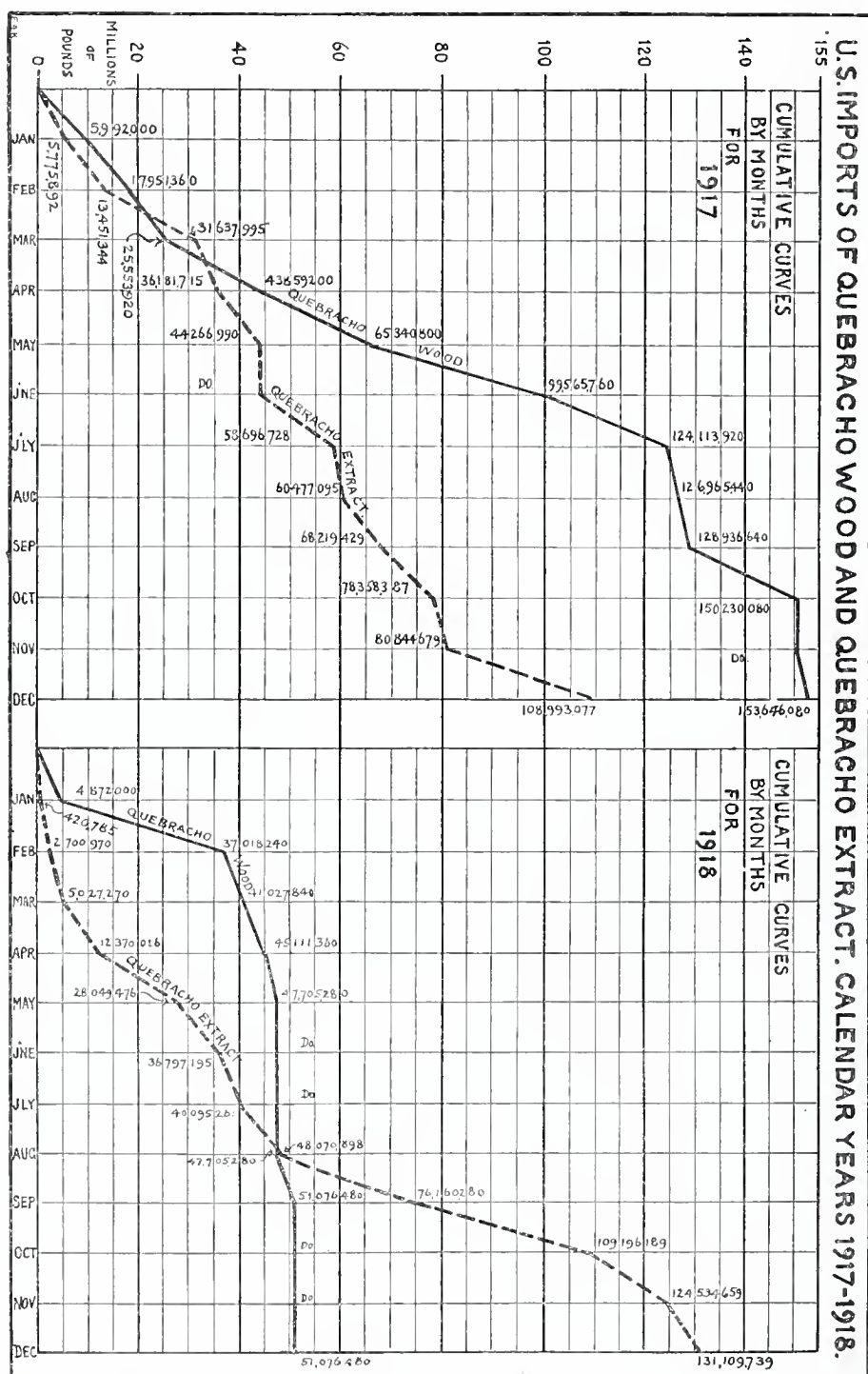
A similar case is that of quebracho wood, from which is obtained tannin for use in the preparation of leather. The entrance of the United States into the war greatly increased the demand for this material, and 21,297 long tons were imported during the first half of

1918. Important as this material was, it took up so much cargo space that it was placed on List of Restricted Imports No. 2. No licenses for its importation were to be granted for shipments made after May 13,



1918, except when coming as deck cargo or on vessels unfit for essential imports. The result of this restriction was that only 1,505 long tons were imported during the second half of 1918. This was a decrease

of 20,792 long tons, or 46,574,080 pounds. Allowing that the extract procured from the wood constitutes about 20 per cent of its total volume, this decrease in the quantity of wood imported meant that,



disregarding any increased demand for the extract, nearly 10,000,000 pounds more extract had to be imported into the United States during the last half than during the first half of 1918. As a mat-

ter of fact the amount of quebracho extract imported during the second half of 1918 was nearly 58,000,000 pounds in excess of the quantity imported during the first half. Thus not only was the loss of the quebracho wood replaced, but the increased demand for tanning material was also met by importing it in the concentrated rather than in the bulky form. The graph illustrating this is also a cumulative curve. Any point in the curve represents the total amount of imports from January 1 until the time determined by the point selected. In 1917 the quantity of quebracho wood considerably exceeded the quantity of extract imported and the same is true in the first few months of 1918. However, the effect of the restriction upon the importation of quebracho wood announced on April 22 and effective May 14 is seen from May until the end of the year. The total amount remained practically constant. On the other hand the imports of the extract continued to increase and at a much greater degree than they did in the first part of the year. By the end of August they had equaled and by the end of the year considerably more than doubled the quantity of quebracho wood imported.

Reduction of the quantity of goods imported.—The ultimate goal toward which the Shipping Board and the War Trade Board were working at the time the armistice was signed, so far as the restriction of imports was concerned, was to eliminate all imports except the absolute minimum of essential commodities. The effect of such a policy can be seen from a study of the reduction in imports, which resulted from the restrictions placed upon the importation of certain specified commodities.

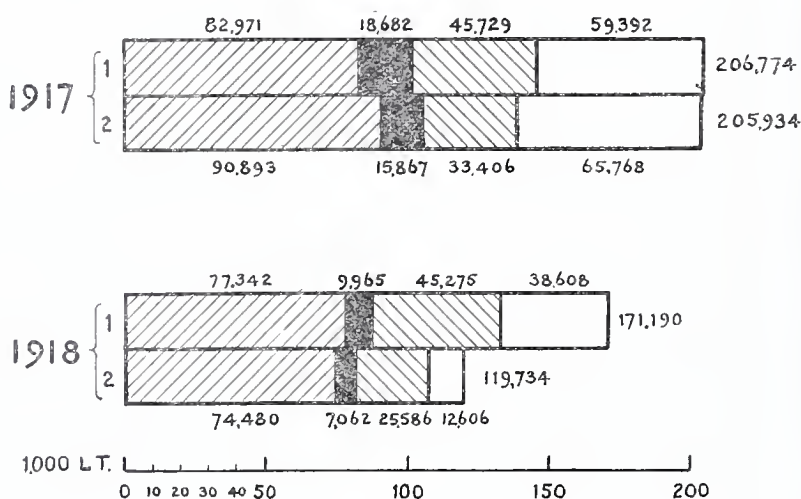
By a resolution of the War Trade Board passed May 31, 1918, no licenses for the importation of copper ore except from Cuba were to be issued after June 10, and all outstanding licenses for shipments after June 10 were revoked. This resolution was modified on July 12 so that copper ore might be imported from Cuba, Canada, and Mexico. A study of the graph on the following page shows that during the last six months of 1918 the imports of copper ore were less than during the first six months of the year by 51,456 long tons, a decrease of over 30 per cent. It will also be observed that the combined amounts imported from Canada and Mexico during the two periods were practically equal, the decrease in the second half of the year being less than 6,000 long tons. The rest of the decrease, nearly 45,600 pounds, is attributable to a decrease in imports from Cuba and other countries. The shipment of copper ore from Canada and Mexico did not necessarily involve the use of ocean vessels, whereas its transportation from other countries did. Whatever decrease, therefore, occurred in imports from countries other than Canada and Mexico may be considered as a conservation of tonnage. The importations from all countries except Canada, Mexico, and Cuba decreased from 38,608 long tons for the first half of 1918 to 12,606 for the second half of the year, over 26,000 long tons. A comparison of the last six months of 1918 with the last six months of 1917 would show still greater reductions, both absolutely and relatively, in the imports necessarily involving the use of ocean vessels.

Plumbago or graphite was one of the commodities included in List of Restricted Imports No. 1. No imports shipped after April 14, 1918, except by rail from Mexico or Canada or as return cargo

from Europe, were to be permitted until July 1, 1918. On July 1 the War Trade Board passed a resolution that no licenses for the importation of graphite should be issued during the remainder of the

U.S. IMPORTS OF COPPER ORE BY COUNTRIES. HALF YEAR PERIODS FOR CALENDAR YEARS 1917-1918.

LONG TONS



LEGEND

CANADA



MEXICO



CUBA



ALL OTHER COUNTRIES



year. On October 1 this was modified so as to permit the importation of amorphous or dust graphite from Mexico or Canada if it originated in one of those countries and came by rail or by lake.

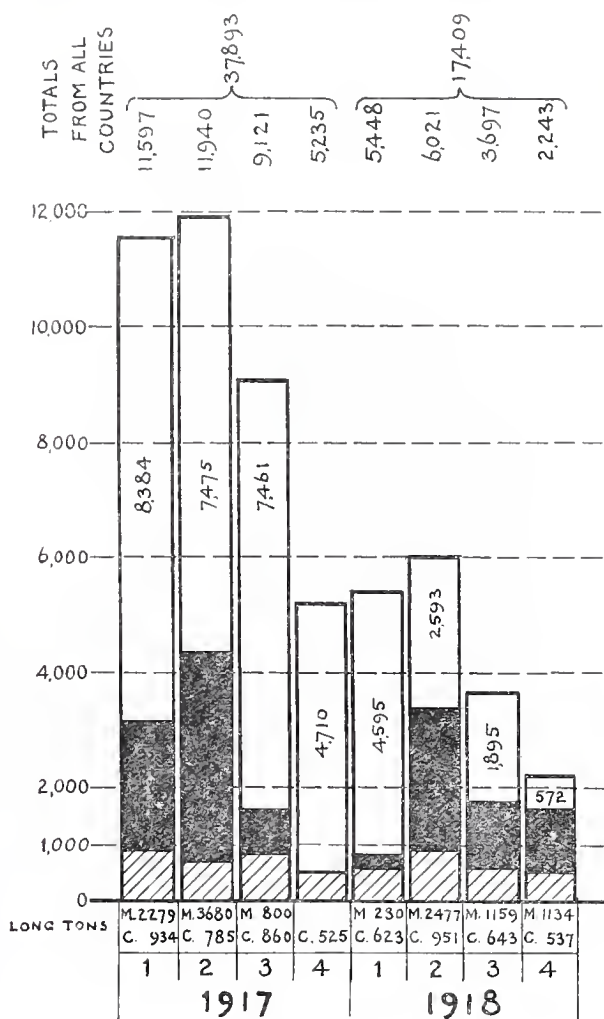
Flake graphite could also be imported provided that the Chemical Section of the War Industries Board approved and certified that the ultimate consumers had been using at least 20 per cent of domestic or

U.S. IMPORTS OF GRAPHITE

FROM CANADA, MEXICO, AND ALL OTHER COUNTRIES.

BY QUARTERS

FOR CALENDAR YEARS 1917-1918



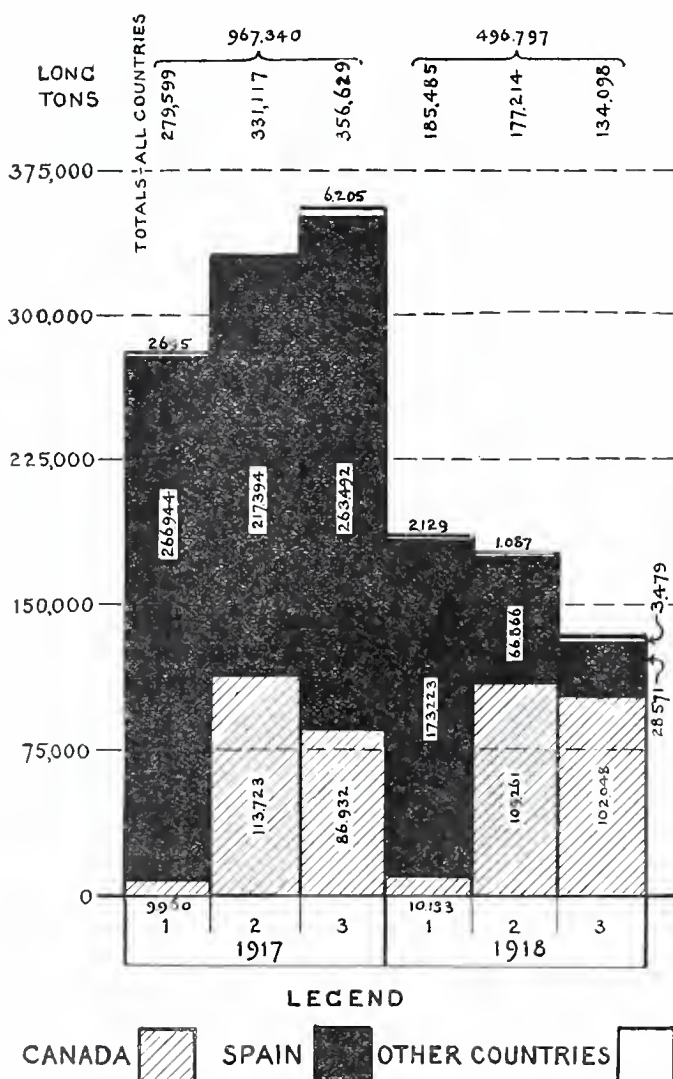
LEGEND

CANADA  MEXICO  OTHER COUNTRIES 

Canadian flake graphite in the manufacture of their products. A study of the graph shows 5,500 long tons decrease in imports during the last six months of 1918 as compared with those of the first six

months, or nearly 50 per cent. However, of the 11,469 long tons imported during the first six months of 1918, the amounts coming from countries other than Canada and Mexico amounted to 7,188

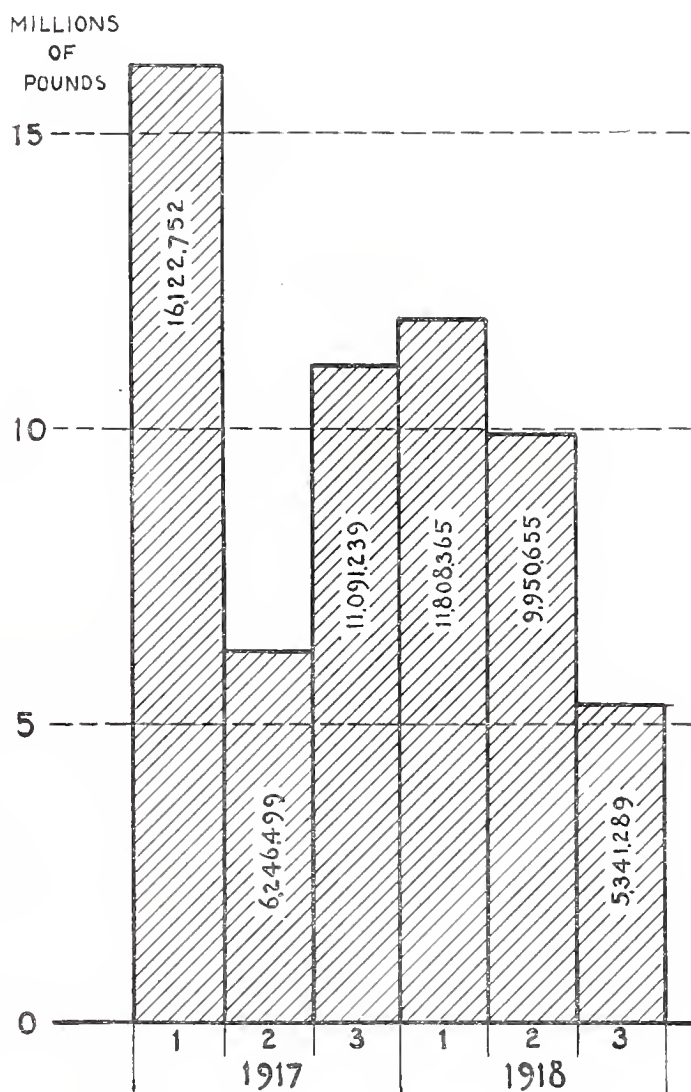
**U.S. IMPORTS OF PYRITES
FROM CANADA, SPAIN, AND ALL OTHER COUNTRIES.
BY FOUR MONTHS PERIODS,
FOR CALENDAR YEARS 1917-1918.**



long tons, whereas in the last six months of the year they amounted to only 2,467 long tons. This was a decrease of over 60 per cent of the graphite coming from overseas. If the last quarter of 1918

is compared with the second quarter, the saving of overseas tonnage is still more evident. Imports of graphite into the United States

U.S. IMPORTS OF LICORICE ROOT FROM ALL COUNTRIES, BY FOUR MONTHS PERIODS FOR CALENDAR YEARS 1917-1918



from overseas during the months of April, May, and June were 2,593 long tons, whereas in October, November, and December they amounted to only 572 long tons, a decrease of nearly 78 per cent.

Pyrites was also included in List of Restricted Imports No. 1. If originating in Canada or Mexico it could be imported into the United States by rail. It might be imported from Europe as a return cargo when it could be loaded without delay and at a convenient port, and in addition 125,000 long tons could be imported from any source before October 1, 1918. On September 26, 1918, the War Trade Board passed a resolution providing that 56,400 tons, the portion of the 125,000 tons which still remained unimported, might not be licensed for import unless coming from Spain. During the eight months May to December, inclusive, 1918, there were 311,312 long tons of pyrites imported into the United States, as compared with 687,746 long tons during the corresponding period in 1917. During this eight months' period in 1917 nearly 481,000 long tons of pyrites were imported from Spain and 2,700 long tons from Portugal. Thus 70 per cent was brought from overseas. If the first four months of 1918 are considered, the portion brought from overseas is greater, over 93 per cent coming from Spain. From May 1 until December 31, 1918, only 95,000 long tons of pyrites were imported into the United States from Spain. This was nearly 78,000 long tons less than the imports from Spain during the first four months of the year and was over 385,000 long tons less than had come from Spain during the last eight months of 1917. Of the total imports of pyrites during the last eight months of 1918 the amount brought from overseas was only 32 per cent, as compared with 70 per cent for the corresponding period in 1917. As the graph on page 132 shows, the United States continued to import pyrites from Canada in 1918 in about the same quantity as in 1917. These imports involved no ocean tonnage. The conservation in tonnage resulted from the reduced imports from overseas.

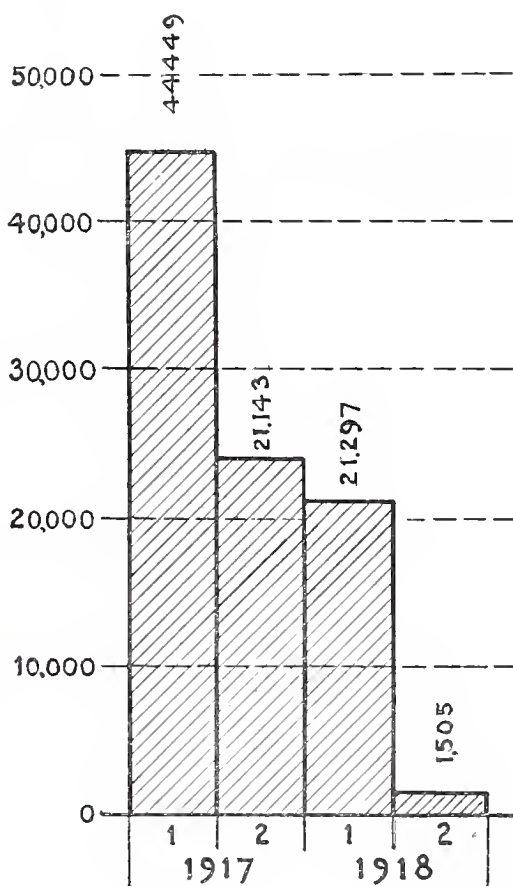
Licorice root was placed on List of Restricted Imports No. 2. No import licenses were to be issued for shipments of licorice root made after May 13, 1918, except for imports coming overland or by lake from Mexico or Canada or as return cargo from Europe if shipped from a convenient port and without delay. In the first four months of 1918 there were imported into the United States nearly 12,000,000 pounds of licorice root. The amount imported during the second four months of the year was about 2,000,000 pounds less, and during the last third of the year the imports were approximately 6,500,000 pounds less than those of the first four months of the year. This was a reduction of about 55 per cent. The imports during the first eight months of 1917 and of 1918 were approximately equal, but the imports during the last four months of 1918 were less than half of those during the corresponding period of 1917. Practically all of this reduction represents a saving of tonnage. (See graph on page 133.)

Some other examples of this same method of conserving tonnage are given below. A comparison of the imports during the first half of 1918 and those during the second half of the year is made.

Commodity.	Imports January- June, 1918.	Imports July- December, 1918.	Commodity.	Imports January- June, 1918.	Imports July- December, 1918.
Broom corn.....long tons..	1,635	131	Hops.....pounds..	76,769	6
Corn.....bushels..	1,833,999	156,362	Oats.....bushels..	1,319,179	124,521
Currants.....pounds..	4,892,927	198,401	Onions.....do....	251,039	9,990
Hay.....long tons..	231,262	168,474	Sal ammoniac.....pounds..	283,909	995
Honey.....gallons..	363,685	41,998	Whalebone.....do....	800	None.

One more example will further illustrate the conservation of tonnage resulting from the restriction of imports. Quebracho wood

**U.S. IMPORTS OF QUEBRACHO WOOD
FROM ALL COUNTRIES.
HALF YEAR PERIODS FOR CALENDAR YEARS 1917-1918
LONG TONS**



shipped after May 13, 1918, could not be imported into this country except "as deck cargo" or unless shipped "on vessels unfit for essen-

tial imports." The graph clearly shows the effect of this restriction. During the first half year of 1918 imports of quebracho wood amounted to some 21,000 long tons, and none of this came in June. Imports for the last half of the year were approximately 1,500 long tons, none of which was brought into the country during the last three months of the year. This reduction of over 19,500 long tons, a decrease of over 92 per cent, affected in its entirety overseas imports, as all of this material comes from South America, and practically all comes from Argentina.

EXPORT PRIORITIES.

Difficulties of the Tonnage Situation.

In the early part of the war export control was exercised for two purposes, conservation and blockade. So far as the control of export trade which did not fall within one of these categories, the policy of the War Trade Board had been to license commodities freely for export.

At the same time the Board and other war agencies in Washington had been working on the problem of providing tonnage to transport our Army to France and to keep it supplied with the essentials of maximum military efficiency. One of the chief means of meeting the problem was the import program of the Board by which drastic reductions had been made in import trade and shipping had been forced to leave many trades because of its inability to lift commodities for import into the United States. Lists of restricted imports, Nos. 1 and 2, became effective in April and May, 1918. It was certain that applications for export licenses would greatly exceed the amount of cargo space available to carry our export surplus to the various countries of the world, and it was equally certain that the commodities applied for by each country would be based less on its economic needs than on considerations of profit. It was felt, therefore, that some system of export priorities should be established that would coordinate export and import policy. This matter was before the Board for consideration as early as April and May of 1918, but no satisfactory system of priorities was established until the latter part of the year.

Shipping Preference Plan for East Coast of South America.

In September attention was directed to the countries on the East Coast of South America, where the deficiency in tonnage had been most acute. The Shipping Board had determined that it would require from 400,000 to 500,000 tons of cargo space to bring necessary imports from Brazil, Argentina, Uruguay, and Paraguay during 1919. This figure represented the maximum tonnage available, therefore, for exports to these countries. A preference list of commodities was then established for exports on the following basis:

- (1) Materials which would assist the importing countries in supplying to the United States or the Allies commodities needed for war purposes.
- (2) Commodities essential to the economic life of the country.
- (3) High-value, small-bulk articles useful in readjusting our adverse exchange relations with these countries.
- (4) All other important customary imports.

On the basis of this list every commodity entering into our export trade with these countries was given a preference rating 1, 2, 3, or 4, by the Bureau of Exports, and this rating was to be honored in loading ships subject only to the exigencies of prompt loading and satisfactory stowage. This procedure was perfected and announced to the public on the day the armistice was signed, to become effective on November 18, and at the same time preference lists were in preparation for the Caribbean countries and Central America and for the Far East. The cessation of hostilities prevented any of them ever being put into operation. The procedure for the East Coast South American countries was revised early in December with the relaxation in the tonnage situation and a temporary preference rating established based on priority of licenses.¹

There is every reason to believe that the ocean shipping preference plan would have worked to advantage in the utilization to the greatest possible extent of the available shipping to satisfy the needs of the countries in question and in the greatest possible utilization of their resources in the conduct of the war, had not the signing of the armistice brought an end to further extension of the tonnage program.

TABLES AND GRAPHS SHOWING THE WITHDRAWAL OF SHIPPING FROM CENTRAL AMERICA, SOUTH AMERICA, AND THE FAR EAST.

As an indication of the conservation of tonnage effected through the control of bunkers, imports, and exports exercised by the War Trade Board the following tables and graphs are presented. They are based on the figures of the Division of Planning and Statistics of the United States Shipping Board showing the tonnage of steam and sailing vessels, both American and foreign controlled, in certain trade areas from September 1, 1918, until January 1, 1919.

These tables and graphs bring out clearly these results:

(1) The decrease in the total amount of tonnage operating in the given regions from September 1 until December 1, 1918, amounted to 683,832 dead-weight tons.

(2) The decrease during these three months in the dead-weight tonnage of steam vessels trading in these regions was 649,705 tons, and the decrease in sailing vessels was 34,127 tons.

(3) There was a tendency until the signing of the armistice for foreign-controlled vessels to take the place of the American-controlled vessels, as the latter were withdrawn from these regions. Thus during the two and a half months from September 1 until November 15, 1918, the dead-weight tonnage of American-controlled vessels fell from 2,665,439 to 2,077,014, a decrease of over 22 per cent. On the other hand, during this same period, the dead-weight tonnage of foreign-controlled vessels in these regions increased from 1,516,888 to 1,748,542, or over 15 per cent. (See graph, p. 141.) The increase of 231,654 tons in foreign-controlled tonnage trading with the United States between September 1 and November 15 was a natural result of the greater rigor of import restrictions, first for the European Allies and then for the United States. It is significant that this increase in tonnage was mainly in the East Indian and British Indian trades. As the war zone became larger and more

¹ See pp. 190-191.

hazardous, and Allied restrictions left the United States as the only large open market, foreign-controlled tonnage had sought the lucrative and safe trans-Pacific trade to the United States. This drift of free tonnage began early, but did not reach its maximum until the second half of 1918.

Naturally there was no way of forcing foreign-controlled ships into war zone service, and in the main, when the armistice was signed, import restrictions in the United States had not been in operation long enough to make fully effective the lack of essential cargoes for this Pacific tonnage, to such a degree that it would seek other services, either in the war zone or in carrying part of the burden of essential imports from other sources. However, the certain results of the restrictions in effect and ready for adoption when the armistice was signed, would have been to leave this foreign-controlled tonnage the alternatives of unemployment or of helping meet the Allied needs in ways directed by the regulation of imports. Thus had hostilities continued into 1919, by the regulation of employment for national-controlled ships and of cargoes for foreign-controlled ships, the entire Allied and neutral tonnage of the world would have been mobilized for handling the military needs and essential imports of the Allied nations.

(4) This tendency for the American-controlled vessels to decrease and the foreign-controlled vessels to take their place applied to both steam and sailing vessels.

(5) With the signing of the armistice, the total foreign-controlled vessels operating in these regions began to decrease. This movement is seen first in the case of the steam vessels, as might be expected, owing to the fact that sailing vessels are slower. Nevertheless, the same influence was at work with sailing vessels, as is indicated by the check in the rate of increase, and from December their number also began to decrease.

(6) In the case of American-controlled vessels the opposite movement is seen. After December 1 the amount of American tonnage in these regions increased.

Total American and foreign controlled vessels in various trade regions, Sept. 1, 1918-Jan. 1, 1919, inclusive.

[Dead-weight tons.]

	East Asian.	East Indian.	British Indian.	Australian.	Hawaiian.	Amazonian and Central Brazilian.
Steam vessels:						
Sept. 1.....	773,747	81,110	128,790	166,433	161,759	¹ 745,518
Oct. 1.....	735,026	204,979	173,701	162,759	143,167	157,360
Nov. 15.....	728,866	235,770	259,294	134,158	179,451	163,181
Dec. 1.....	691,898	209,558	292,595	132,403	200,331	146,495
Jan. 1.....	747,026	237,840	214,446	122,077	163,608	158,275
Sailing vessels:						
Sept. 1.....	24,350	6,340	2,892	153,598	6,979	¹ 209,163
Oct. 1.....	19,660	5,570	1,765	142,246	5,899	115,182
Nov. 15.....	21,579	4,549	1,765	145,153	5,137	124,028
Dec. 1.....	22,069	4,549	871	152,243	5,387	118,333
Jan. 1.....	18,003	4,884	.....	145,604	6,739	99,993
Total:						
Sept. 1.....	798,097	87,450	131,592	320,031	168,738	¹ 954,681
Oct. 1.....	755,686	210,549	175,466	305,005	149,066	272,542
Nov. 15.....	750,445	240,319	261,059	279,311	184,588	287,209
Dec. 1.....	713,967	205,107	293,466	284,646	205,718	264,828
Jan. 1.....	765,029	242,724	214,446	267,681	170,347	258,178

¹ Amazonian, Central Brazilian, and La Plata regions combined.

Total American and foreign controlled vessels in various trade regions, Sept. 1, 1918-Jan. 1, 1919, inclusive—Continued.

	La Plata.	West coast of South America.	Caribbean.	West Indian.	Mexican Gulf. ¹	Total.
Steam vessels:						
Sept. 1.....		758,847	265,888	464,468	173,434	3,719,994
Oct. 1.....	470,280	719,535	256,971	476,990	185,414	3,687,182
Nov. 15.....	298,923	774,575	188,699	402,887	26,890	3,392,694
Dec. 1.....	173,047	624,113	183,083	384,390	41,376	3,070,289
Jan. 1.....	217,159	577,415	272,647	443,767	40,986	3,195,246
Sailing vessels:						
Sept. 1.....		34,176	6,089	15,554	3,282	462,333
Oct. 1.....	81,519	35,859	4,797	14,252	767	427,516
Nov. 15.....	74,339	37,344	3,277	14,791	900	432,862
Dec. 1.....	70,644	36,340	2,202	15,568	.....	428,206
Jan. 1.....	78,575	27,873	2,900	12,511	.....	396,992
Total:						
Sept. 1.....		793,023	271,977	480,022	176,716	4,182,327
Oct. 1.....	551,799	755,394	261,768	491,242	186,181	4,114,698
Nov. 15.....	373,262	811,919	191,976	417,678	27,790	3,825,556
Dec. 1.....	243,691	660,453	185,285	399,958	41,376	3,498,495
Jan. 1.....	295,734	605,288	275,547	456,278	40,986	3,592,238

¹ For the months of September and October the ports of the United States on the Gulf are included with those of Mexico. Beginning with Nov. 15 the figures include Mexico's Pacific ports, but no United States ports.

American-controlled vessels in various trade regions, Sept. 1, 1918-Jan. 1, 1919, inclusive.

[Dead-weight tons.]

	East Asian.	East Indian.	British Indian.	Australian.	Hawaiian.	Amazon and Central Brazilian.
Steam vessels:						
Sept. 1.....	125,840	25,298	62,560	37,924	161,759	¹ 390,687
Oct. 1.....	135,991	24,477	30,760	39,121	143,167	61,990
Nov. 15.....	122,248	9,571	46,060	35,605	170,859	53,950
Dec. 1.....	117,903	10,700	50,900	39,405	178,688	46,974
Jan. 1.....	194,954	30,051	48,000	51,153	154,968	89,688
Sailing vessels:						
Sept. 1.....	22,327	5,231	2,802	103,741	6,979	¹ 186,996
Oct. 1.....	17,132	1,408	894	92,427	5,899	97,618
Nov. 15.....	17,682	1,470	894	94,065	5,137	103,947
Dec. 1.....	17,375	1,470	.....	104,420	5,387	91,254
Jan. 1.....	12,425	1,805	.....	103,343	6,739	87,871
Total:						
Sept. 1.....	148,167	30,529	65,362	141,662	168,738	¹ 577,683
Oct. 1.....	153,123	25,885	31,654	131,548	143,066	159,608
Nov. 15.....	139,930	11,041	49,954	129,670	175,996	157,897
Dec. 1.....	135,278	12,170	50,900	143,825	184,075	138,228
Jan. 1.....	207,379	31,856	48,000	154,496	161,697	177,559

	La Plata.	West coast of South America.	Caribbean.	West Indian.	Mexican Gulf. ²	Total.
Steam vessels:						
Sept. 1.....		670,238	235,118	419,816	154,116	2,283,353
Oct. 1.....	221,526	649,224	221,591	448,567	171,004	2,147,418
Nov. 15.....	111,227	662,561	152,619	367,168	15,851	1,747,719
Dec. 1.....	78,873	523,784	138,645	340,212	27,226	1,533,310
Jan. 1.....	127,262	476,278	213,122	419,769	25,986	1,831,221
Sailing vessels:						
Sept. 1.....		31,007	4,847	15,174	2,982	382,086
Oct. 1.....	75,876	34,076	4,797	13,872	767	344,766
Nov. 15.....	55,554	33,652	3,277	13,617	.....	329,295
Dec. 1.....	53,282	34,751	2,202	14,394	.....	324,535
Jan. 1.....	51,448	26,699	2,900	11,717	.....	304,947
Total:						
Sept. 1.....		701,245	239,965	434,990	157,098	2,665,439
Oct. 1.....	297,402	683,300	226,388	462,439	171,771	2,492,184
Nov. 15.....	166,781	696,213	155,896	380,785	15,851	2,077,014
Dec. 1.....	132,155	558,535	140,847	354,606	27,226	1,877,845
Jan. 1.....	178,710	502,977	216,022	431,486	25,986	2,136,168

¹ Amazonian, Central Brazilian, and La Plata regions combined.

² For the months of September and October the ports of the United States on the Gulf are included with those of Mexico. Beginning with Nov. 15 the figures include Mexico's Pacific ports, but no United States ports.

Foreign-controlled vessels in various trade regions, Sept. 1, 1918-Jan. 1, 1919, inclusive.

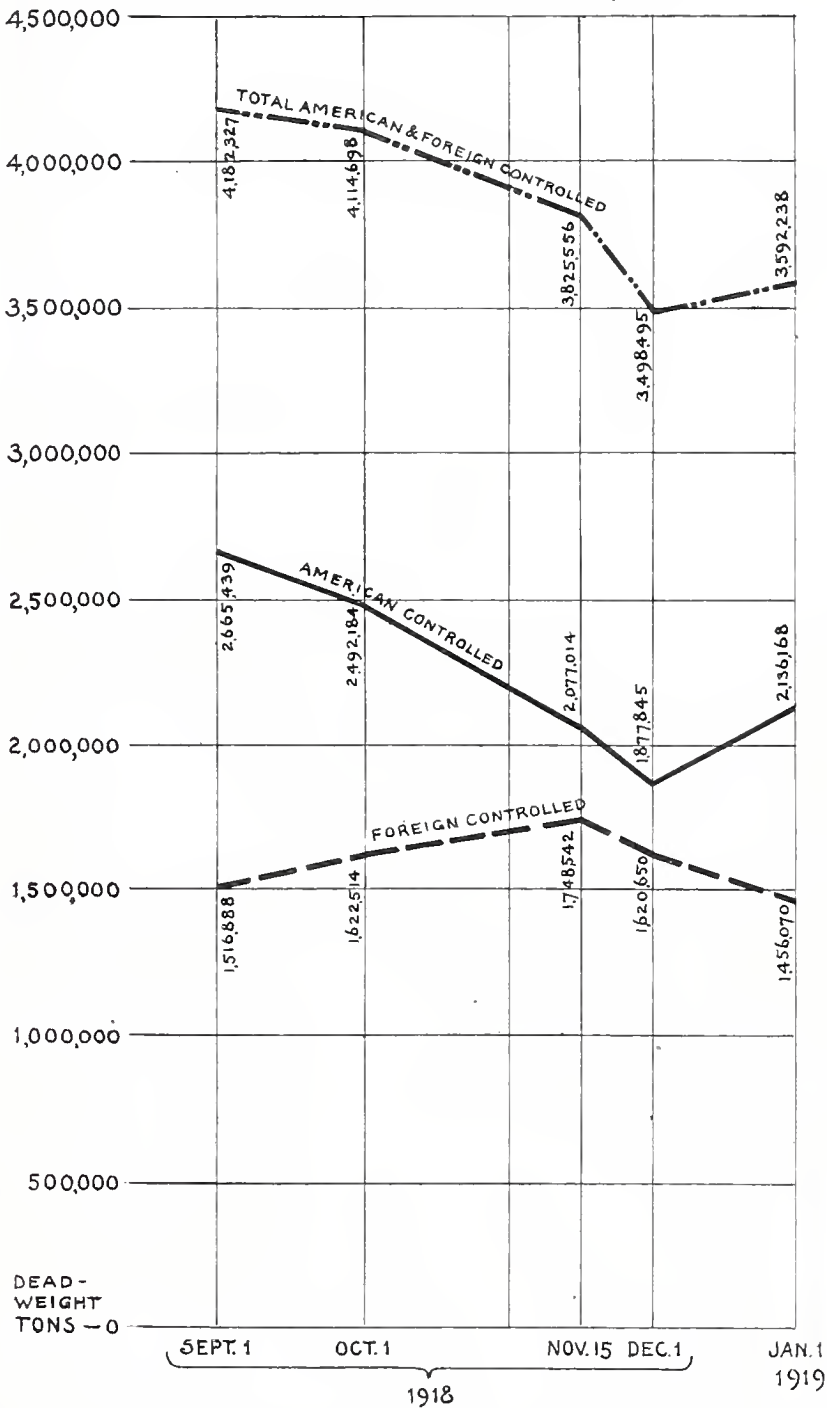
[Dead-weight tons.]

	East Asian.	East Indian.	British Indian.	Australian.	Hawaiian.	Amazonian and Central Brazilian.
Steam vessels:						
Sept. 1.....	647,907	55,812	66,230	128,512		¹ 354,831
Oct. 1.....	600,035	180,502	142,941	123,638		95,370
Nov. 15.....	606,618	226,199	213,234	98,553	8,592	109,231
Dec. 1.....	573,995	189,858	241,695	92,998	21,643	99,521
Jan. 1.....	552,072	207,789	166,446	70,924	8,650	68,587
Sailing vessels:						
Sept. 1.....	2,023	1,109		49,857		¹ 22,167
Oct. 1.....	2,528	1,162	871	49,819		17,564
Nov. 15.....	3,897	3,079	871	51,088		20,081
Dec. 1.....	4,694	3,079	871	47,823		27,079
Jan. 1.....	5,578	3,079		42,261		12,032
Total:						
Sept. 1.....	649,930	56,921	66,230	178,369		¹ 376,998
Oct. 1.....	602,563	184,664	143,812	173,457		112,934
Nov. 15.....	610,515	229,278	214,105	149,641	8,592	129,312
Dec. 1.....	578,689	192,937	242,566	140,821	21,643	126,600
Jan. 1.....	557,650	210,868	166,446	113,185	8,650	80,619

	La Plata.	West Coast of South America.	Caribbean.	West Indian.	Mexican Gulf. ²	Total.
Steam vessels:						
Sept. 1.....		88,609	30,770	44,652	19,318	1,436,641
Oct. 1.....	248,754	70,311	35,380	28,423	14,410	1,539,764
Nov. 15.....	187,696	112,014	36,080	35,719	11,039	1,644,975
Dec. 1.....	94,174	100,329	44,438	44,178	14,150	1,516,979
Jan. 1.....	89,897	101,137	59,525	23,998	15,000	1,364,025
Sailing vessels:						
Sept. 1.....		3,169	1,242	380	300	80,247
Oct. 1.....	5,643	1,783		380		82,750
Nov. 15.....	18,785	3,692		1,174	900	103,567
Dec. 1.....	17,362	1,589		1,174		103,671
Jan. 1.....	27,127	1,174		794		92,045
Total:						
Sept. 1.....		91,778	32,012	45,032	19,618	1,516,888
Oct. 1.....	254,397	72,094	35,380	28,803	14,410	1,622,514
Nov. 15.....	206,481	115,706	36,080	36,893	11,939	1,748,542
Dec. 1.....	111,536	101,918	44,438	45,352	14,150	1,620,650
Jan. 1.....	117,024	102,311	59,525	24,792	15,000	1,456,670

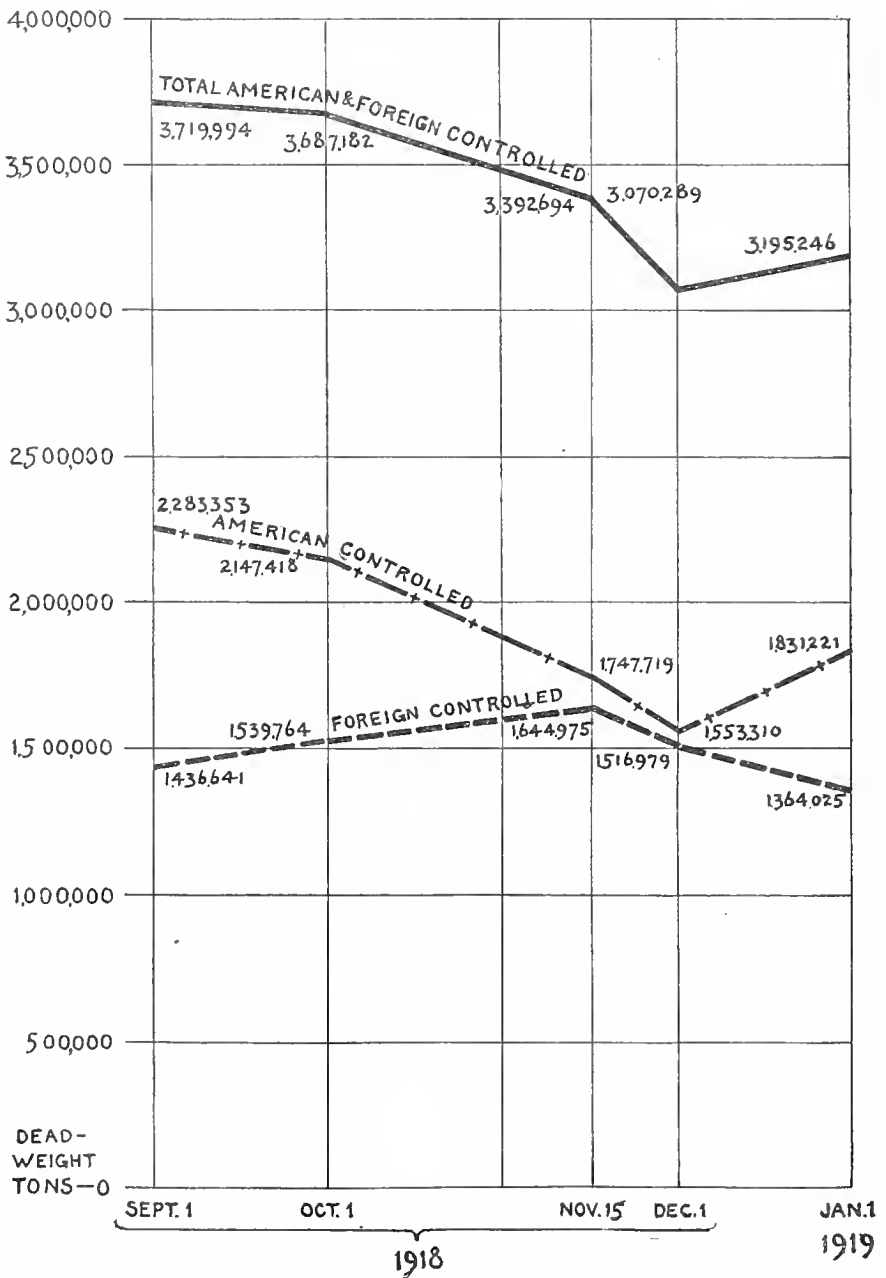
¹ Amazonian, Central Brazilian, and La Plata regions combined.² For the months of September and October the ports of the United States on the Gulf are included with those of Mexico. Beginning with Nov. 15 the figures include Mexico's Pacific ports, but no United States ports.

TOTAL TONNAGE OPERATING IN TRADE WITH CENTRAL AMERICA, SOUTH AMERICA AND THE FAR EAST.
 FROM SEPTEMBER 1ST, 1918 TO JANUARY 1ST, 1919.



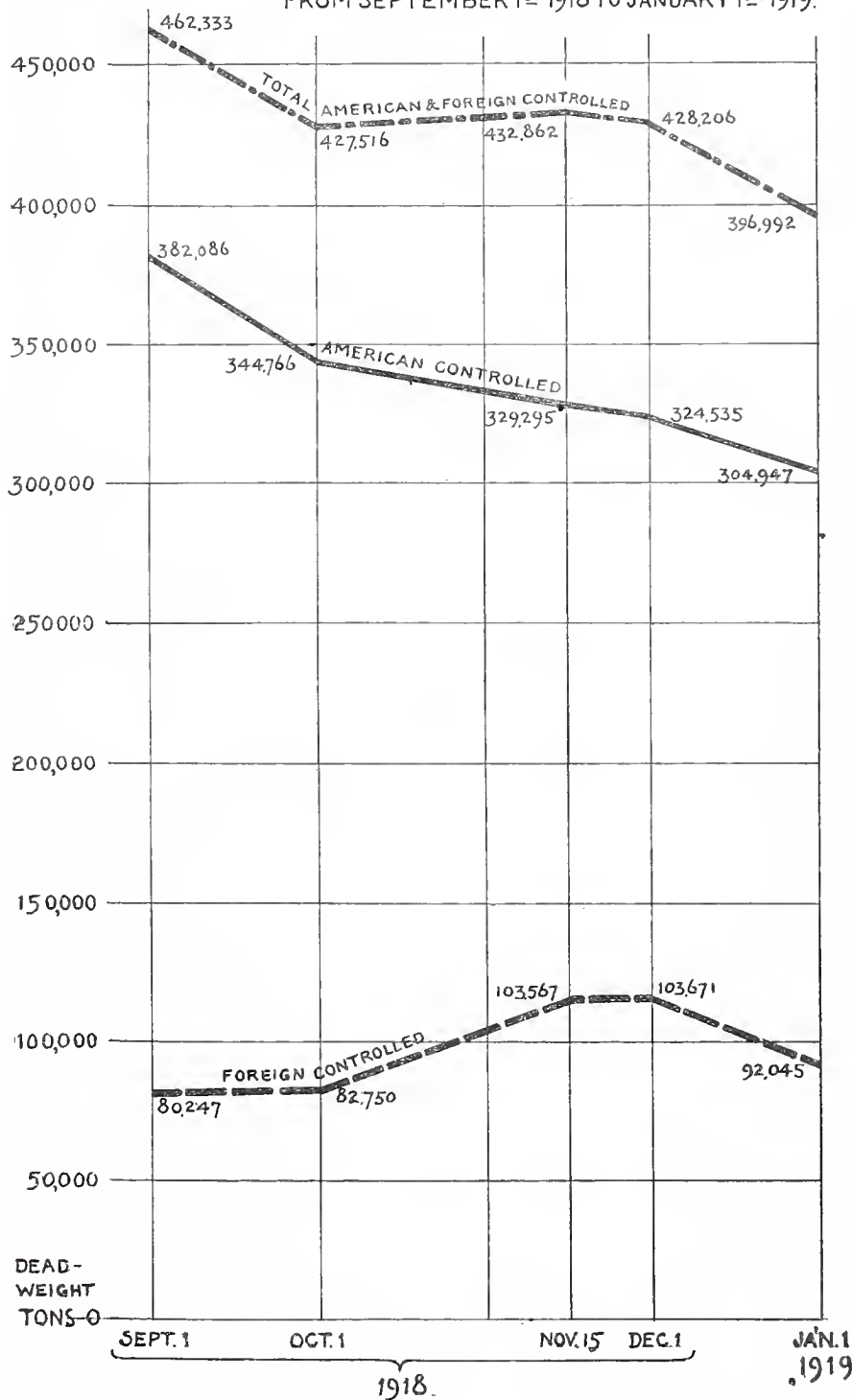
TOTAL STEAM TONNAGE OPERATING IN TRADE WITH CENTRAL AMERICA, SOUTH AMERICA AND THE FAR EAST

FROM SEPTEMBER 1ST 1918 TO JANUARY 1ST 1919.



TOTAL SAILING TONNAGE OPERATING IN TRADE WITH CENTRAL AMERICA, SOUTH AMERICA AND THE FAR EAST.

FROM SEPTEMBER 1ST 1918 TO JANUARY 1ST 1919.

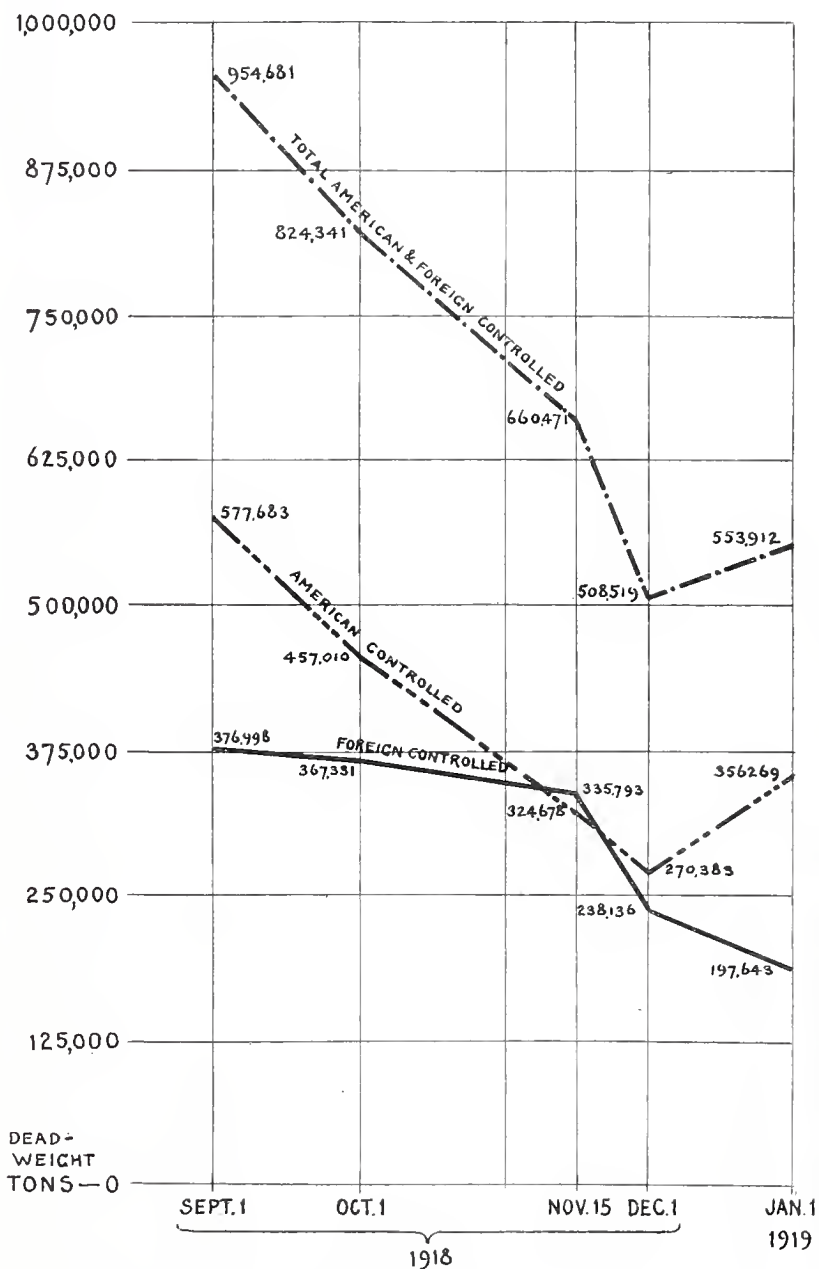


The graph for the total tonnage operating in the trade with the east coast of South America brings out clearly the effect of the various forms of control over trade exercised by the War Trade Board. This was the region in which the greatest conservation of tonnage was effected by the regulations of the War Trade Board. A total of 954,681 dead-weight tons was engaged in trade with the eastern coast of South America on September 1, 1918. On December 1, 1918, the figure was only 508,519, a decrease of 446,162, or nearly 47 per cent in three months' time. This tonnage was rendered available for other purposes deemed more important. The decrease in American tonnage was marked, at one time the foreign-controlled tonnage actually being in excess of American. The signing of the armistice put an end to this situation, however, as the foreign-controlled tonnage declined rapidly and the American tonnage began to increase. The amount of dead-weight tonnage of American-controlled vessels operating in the trade along the eastern coast of South America was cut more than half during the three months from September 1 to December 1, 1918. The above-mentioned graph appears on the following page.

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TOTAL TONNAGE OPERATING IN TRADE WITH THE EAST COAST OF SOUTH AMERICA.

FROM SEPTEMBER 1ST, 1918 TO JANUARY 1ST, 1919.



PART IV.

THE RELAXATION OF WAR-TIME CONTROL OVER TRADE.

THE TRANSITION FROM A WAR TO A PEACE BASIS.

The Prearmistice Period.

From June 15, 1917, the date on which control over the foreign trade of the United States was first authorized by Congress, until the armies of the Imperial German Government had been decisively beaten in the offensive of 1918 and an armistice had been signed, the activities of the War Trade Board¹ continued to expand and its effectiveness to increase, so that in the end no movement of overseas commerce involving commodities leaving, or coming to, the United States took place without its approval; and through its cooperation with similar agencies of the Associated Governments the ramifications of this control became world-wide. This dictation of the course of the world's trade had affected both neutrals and belligerents. The machinery organized by the Board for the exercise of this control had reached the articles of commerce, the ocean tonnage necessary to move them and their purchasers and sellers, and had probably affected every country on the globe. All foreign trade activity that bore directly or indirectly upon the outcome of the European struggle was regulated with the intensive purpose of winning the war.

November 11 and After.

The cessation of hostilities on November 11 completely changed this situation. The system of control that had been built up with the purpose of defeating the Central Empires had been burdensome to the peoples of belligerent and neutral nations alike, and every consideration demanded that restrictions be raised as quickly as might be consistent with the realization of the aims for which the associated armies had fought. The functions of the War Trade Board thereupon changed. In place of expansion of activity and more effective control of war trade its problem was now to release its grip and to allow commerce to resume its natural movement as rapidly as the exigencies of the military situation and the responsibilities of the peace settlement would permit.

The history of this relaxation presents the obverse of the picture which occupies the previous part of this report. The several stages into which it falls coincide more or less closely with the chronological order of the return from a war to a peace basis. With the termination of hostilities local industry was first affected. The production of munitions and supplies for offensive campaigns months hence ceased, contracts were canceled, and the labor and capital of the Nation were left free to the operation of economic forces unaffected by distant military needs. It was possible, therefore, immediately to shorten the export conservation list and to permit the export of

¹Here an inclusive title covering also the Exports Administrative Board and the Exports Council.

commodities freely in many cases where previously control had been most rigid. This in turn made possible a change in our policy of exporting to the neutral countries of Europe. Quantities of rationed commodities were increased and the nonessential list greatly extended. The relaxation of enemy trading restrictions proceeded as rapidly as consistent with the protection of allied and American interests against the encroachments of the former enemy powers; and tonnage relaxations naturally followed the return of merchant shipping to the trades from which it had been withdrawn. The discussion of the relaxation program of the War Trade Board comprises:•

- (1) Relaxation of commodity control:
 - Reducing the export conservation list.
 - Relaxation of country control exercised for conservation purposes.
- (2) Relaxation of the blockade:
 - The free lists.
 - Ration increases and nonrationed lists.
 - Simplification of the blockade machinery.
- (3) Relaxation of enemy trade restrictions:
 - Relaxation of control over enemy persons not resident in enemy territory.
 - Resumption of trade with enemy countries.
- (4) Relaxation of restrictions imposed for conservation of tonnage:
 - Import restrictions.
 - Bunker control.
- (5) The fulfillment of incurred obligations.

RELAXATION OF COMMODITY CONTROL.

Reducing the Export Conservation List.

Almost before the armistice was signed the War Trade Board was considering the policy that should be adopted after the termination of hostilities, and was conferring with other war agencies in Washington for the purpose of formulating a coordinated plan of action. The first public statement of a specific change of policy came with the announcement on November 22, 1918, that the rules of conservation were being revised and that, in conformity with this revision, the Board would shortly publish a very much abbreviated export conservation list. The list of October 15 had contained approximately 900 items. Many of these commodities had been conserved for war purposes that were now no longer existent and could therefore be spared for general export trade. The announcement stated that these commodities were being removed from the list and that further control would be based upon:

- (1) The world shortage in certain commodities.
 - (2) the necessity of rehabilitating Europe and Siberia.
- Many foods, particularly fats and sugars, were greatly needed in these areas; and raw materials must be imported before industry could revive on any general scale. It might be necessary to ration raw materials to them.

(3) The scarcity of tonnage.

It might be necessary to place or maintain restrictions upon bulky commodities until the tonnage situation was relieved; and tonnage would be needed for the return of the troops, for the carriage of supplies to those still overseas, and for the carriage of supplies for relief and reconstruction in Europe.

Consistently with this policy, the first removals were among the immediate materials of warfare or among commodities the export of which, and therefore the production of which, had been largely curtailed as nonessential for war purposes. Such were chemicals, machinery, and certain metals. Foodstuffs were among the last of the important great groups of commodities to be removed.

METALS, MACHINERY, INSTRUMENTS, ETC.

Iron and steel, in raw material or manufactured form, represented a highly conserved group of commodities and its export was, throughout the war period, subject to the tests applied by Supplementary Information Sheet X-2.¹ The export of certain iron and steel manufactures was restricted for the sake of deferring production during the war, but such products as steel sheets and plates were being made in great quantities for purposes of ship construction, and they were exported only under guaranty that such exports would in some way further the war program. Tin and tin plate were used largely in the manufacture of food containers and were exported in accordance with guaranties for such use where the food was consumed at home or shipped to the United States or an allied country. Other metals, or machinery, or instruments were conserved largely because they played an important and immediate part in the active prosecution of the war. Generally speaking, it may be said that the exportation of metals in their manufactured forms was controlled largely with the purpose of discouraging domestic production that did not bear directly upon war activity, since the use of the manufactured article is more or less determined; the unmanufactured commodity, or raw material, is susceptible of varied uses. This fact had an important bearing on the process of removal from the export conservation list. The highly manufactured article usually came off first, the ore, or concentrated metal, not until there was reasonable assurance that the opposing armies would not again assume the offensive.

The first important list of removals was announced on November 27, 1918. With one exception,² all iron and steel machinery and tools were included, as well as most fabricated and partly manufactured articles of iron and steel; likewise all alloys and manufactures of tin. A second extended list was published on December 23, which completed the elimination of iron and steel from conservation control by removing iron ore and the concentrated metal forms. Meanwhile, on December 6, all alloys, metals, ores, and concentrates, such as copper, aluminum, nickel, lead, and the steel-hardening ores, were removed, with the exception of certain forms, such as ingots and pig, and except molybdenite. These were finally dropped between

¹ See p. 64.

² Oil-well drilling machines and accessories, removed Dec. 6, 1918.

the publication of the conservation lists of December 20 and 24. On December 6, likewise, all electrical apparatus and all optical instruments were dropped. Between November 27 and December 23 there remained eight articles of tin, of the concentrated forms. On the latter date two of these, and on the 30th the rest, were removed.

The export of gold and silver as coin or bullion was controlled by the Federal Reserve Board, but exports of manufactures of these metals were regulated by the War Trade Board. Manufactures of silver, though on the conservation list of October 15, were removed before the signing of the armistice; gold manufactures remained, however, and jewelry was included for evident reasons. The gradual relaxation of the control over manufactures of gold is shown by the following:

Conservation list, December 6:

Dental gold.

Manufactured gold, and articles containing gold.

Jewelry.

December 9: "Jewelry" modified to read "jewelry containing gold."

Conservation list, December 20:

Dental gold.

Manufactured gold, and articles containing more than 5 per cent of fine gold in value.

Jewelry containing more than 5 per cent of fine gold in value.

Conservation list, December 24:

Manufactured gold, except dental, and articles containing more than 45 per cent of fine gold in value.

Jewelry containing more than 45 per cent of fine gold in value.

The items as last given were published in the conservation list of April 4, 1919, but from the next list, on May 9, they were missing.

CHEMICALS, DYESTUFFS, AND FERTILIZERS.

The chemical industries were, of course, of basic importance, as the source of munition supplies. Dyestuffs and tanning materials were greatly needed also in the manufacture of clothing and leather products for the Army, and fertilizers were necessary for the production of food supplies. The chemicals on the conservation list eventually included several hundred items. The reduction of the list began with the removal, on December 6, of caustic soda. This was followed on the 18th by over a hundred items, including acids, salts, sodium compounds, oils, and fertilizers; and on the 23d the list was reduced to a very few items by the elimination of coal-tar derivatives (coal tar having been dropped on the 20th), dyestuffs and dyestuff intermediates, tanning extracts, except chestnut and quebracho, and other miscellaneous chemicals. Chestnut and quebracho extract were removed on January 7, as well as certain drugs, such as opium, morphine, and its derivatives, and heroin and morphine salts. By January 16 the only chemicals subject to conservation control were quinine and the cinchona bark from which it is derived. The shortage in this commodity had been acute since the influenza epidemic. It was finally dropped from the list on April 4, 1919.

MISCELLANEOUS COMMODITIES.

Asbestos.—This was an essential war commodity because of its use for engine packing, brake bands, heat and electric insulators, and for

gloves used to change machine gun barrels in actual warfare. In its unmanufactured form it had been conserved throughout most of the year 1918; manufactures of asbestos went on the list on October 28. On December 5 all kinds, raw and manufactured, were removed.

Hides and leather.—There was scarcely a commodity having a more important part in the military program than shoes. The estimated requirements for 1918 for the United States Government alone had been placed at about 30,000,000 pairs. The civilian needs of the country added about a quarter billion pairs to this figure, and the Allied Governments had placed large contracts here. Belting and sole leather and hides, being especially demanded by the Army, were most closely controlled, though an extended list of leathers were on the conservation list during most of 1918. On December 6 they were all dropped but belting, strap, sheep, shoe upper and sole leather, and hides. These were omitted from the list of December 20.

Horses and mules.—The export of these animals had been very carefully regulated in order to give first consideration to the needs of the Army. An instruction, effective August 21, provided that no export license would be issued for horses to certain destinations unless accompanied by a certificate from the Remount Division, Quartermaster's Department of the Army, stating that they were not required by the United States Government. The destinations to which this ruling did not apply were Canada, Newfoundland, the United Kingdom, France, Italy, and Belgium. Horses and mules were dropped from the conservation list on December 16.

Fibers.—Cotton production in the United States is normally much in excess of domestic requirements and raw cotton is one of the most important exports. Though the conservation list contained raw cotton only of the long-staple variety (American long staple, sea island, and Egyptian), since this was the variety about which the adequacy of supply might be in question, still the exportation of all raw cotton during the war was controlled largely on the principle of exchanging this important raw material for commodities or services of which the United States was in great need. Cotton manufactures, except yarns and aeroplane duck, were not on the conservation list, aeroplane duck having been added September 24, 1918.

The changed situation of the belligerents after November 11 was nowhere more clearly seen than with reference to cotton. American long-staple and sea-island cotton and all cotton yarns were removed from the conservation list on the 22d of November, and on December 20 Egyptian cotton, linters and aeroplane duck, the remaining items on the list, were dropped. In other words, within 40 days of the cessation of hostilities, control of a most important export was, from the commodity standpoint, released. It, in common with all other commodities, was, of course, still subject to control affecting particular countries or involving trade with the enemy.

Wool was vitally needed in the production of clothing for the Army and the domestic supply had been augmented by large importations. Wool rags appeared on the first conservation list that was published, on September 17, 1917. Eventually all wool, wool manu-

factures, and woolen and worsted products were being conserved, and the policy of the Board was to refuse licenses for the exportation of any commodities containing wool which, in its judgment, were necessary or desirable for the military or naval uses of the United States. Early in October, 1918, the Board announced that applications for licenses to export rags of wool, mohair, and other similar hairs would be considered if the commodity to be manufactured from such material was to be imported into the United States for the use of the Government or one of its departments.

The first evidence of relaxation of the control over wool came in a public announcement on November 29, 1918, that certain kinds of rags could be exported. This was followed on December 4 by a statement that applications for licenses would be considered for all wool and similar hairs and for all by-products and manufactures thereof. These commodities were on the conservation list published on December 6, but on that day the Board authorized the free licensing, without condition thereafter, of all wool, mohair, camel's hair, alpaca, cashmere, and all similar hairs and three days later took the same action with reference to manufactures of these materials. This action was made effective by a ruling made public December 18, and all supplemental information sheets were thereafter discontinued in filing applications for licenses. The conservation list of December 20 contained none of these commodities. As a matter of fact, the curtailment of the military program after the conclusion of hostilities found the Government with enormous quantities of wool on its hands, so effective had been the policy of diverting this commodity to Government use. This situation, of course, hastened the removal of wool from the conservation list.

Silk was of importance in the military program because of its properties of total combustibility, tensile strength, and lightness. It was employed mainly in the manufacture of cartridge cloth, but was used also for making aircraft fabric and for other incidental purposes. All forms of silk suitable for these purposes appeared on the conservation list of May 17, 1918. On November 29 the Board authorized the free licensing of manufactures of silk and on December 12 added silk and raw silk. All were removed from the conservation list on December 20, 1918.

Other fiber materials that were of a special importance in the war program were flax, jute, hemp, and other vegetable fibers. Linen thread, from flax, was necessary in the manufacture of shoes: hemp, because not disintegrated by salt water or weakened by moisture, was the best available material for the rigging of ships, hoisting rope and other cordage; kapok, because of its buoyancy and its non-absorption of moisture, was used for the manufacture of life preservers, life jackets, and mattresses; jute was probably the most important of all vegetable fibers because of the very general use of jute bags in trench building and because of the greatly increased demand for burlap for packing purposes in order to reduce the amount of ship space occupied by cargo. Other fibers, such as sisal, manila, istle, etc., were important for various uses, especially in the manufacture of binder twine, a vital necessity in the harvest of the cereal crops of the United States.

Flax and jute and their products appeared on the early conservation lists, in 1917, and by April 15, 1918, all vegetable fibers were being controlled. The first relaxation of this control occurred on December 6, when products of hemp and manila fiber were dropped. On December 20 the commodities within this group included only bagging and burlap, oakum, linen gill nets and threads, hemp and hemp fiber, and all jute and its products. On December 24 hemp and hemp fiber were dropped, and on January 4, 1919, all bagging but jute and all oakum but jute were released from control. On January 16 the list was reduced to two items, jute yarns and jute nitrate bags; and finally, on February 1, these were dropped and all vegetable fibers were again placed on a prewar commercial basis.

Rubber.—On February 6, 1918, the Board, by resolution, placed rubber and all commodities containing rubber on the conservation list. The extensive use of rubber in the manufacture of automobiles and trucks for the Army transport service, its use in the treatment of fabric employed in the manufacture of aircraft, and the shortage of tonnage for importing rubber made it necessary to exercise a close supervision over rubber exports during the year 1918. The release of this control began on December 6 with the dropping of all articles manufactured from rubber, except rubberized silk, used in the making of aircraft. The latter was dropped December 20. On the 23d reclaimed and scrap rubber were removed, and on the 30th balata, crude rubber, guayule, gutta-joolatong, gutta-percha, and gutta-siak, which completed the list.

Mineral oils.—Vast supplies of mineral oils and their products are needed in the conduct of modern warfare. The dependence of air fleets upon gasoline and high-grade lubricants is absolute. The speedy destroyers of the Navy, the land transports, and tanks all rely upon petroleum for their power. Petroleum products lubricate munitions and furnish the oil for liquid-fire attacks. In short, mineral oils are no less indispensable in modern war than are armies and munitions. With one unimportant exception, all petroleum products were included in the export conservation list. The control thus established was maintained until December 23 following, when all mineral oils were removed.

Postage, revenue, and other stamps.—Postage and revenue stamps present an interesting case of a conserved article. During the war new postage stamps were issued by many countries, and postage-stamp collecting by libraries, museums, and individuals was greatly stimulated. The demand for tonnage for their transportation was so great that it became necessary to restrict the trade. Half the hold of a vessel had sometimes been asked for the transportation of canceled and uncanceled postage stamps. New issues of revenue stamps and the creation of censors' stamps increased the demand for space. The possibility of sending secret messages out of the United States on postage stamps made it desirable to exercise censorship control over their exportation.

Postage stamps first appeared on the conservation list of April 15, 1918, and to the next list, published May 17 following, revenue stamps and stamps of similar character were added. During the war the United States printed stamps and paper money for certain

South American countries, and tonnage was, of course, needed for these. Export licenses were issued readily in such cases, but in other respects the trade was carefully controlled. A ruling announced by the Board on May 14, 1918, permitted the exportation of stamps by registered or first-class mail if they were routed through the New York censorship office. A modification of this ruling on July 20 permitted exportation through certain other ports, always, however, under the supervision of a postal censorship committee. Control of stamps was given up on December 23, 1918, by removing them from the conservation list.

Wood and paper.—Various kinds of wood were in demand for war purposes. Mahogany, walnut, and cherry were officially adopted as the standard wood for the construction of aeroplane propellers; walnut was also used extensively for gunstocks. The entire mahogany supply was imported; walnut and cherry were domestic woods. Spruce wood, used as supports and stays for aeroplanes, exists in quantity in various parts of the United States, but only a part of the total supply is suitable for aeroplanes, and only 2 to 10 per cent of the best quality could be utilized for aeroplane stock. Fir was used very largely on the western coast in the construction of wooden ships, and pine in the southern and eastern yards. The principal uses of oak were for aeroplane propellers for practice planes, for heavy gun blocking, cross-ties, artillery carriages, trucks, and vehicles; and ash was used for oars, saddletrees, stirrups, artillery saddles, and the like. These several kinds of wood were placed on the conservation list in January, 1918. Chestnut and quebracho wood, as well as oak, are used for making tanning extracts. The two former appeared first on the conservation list of April 15, 1918. It must not be forgotten that, aside from its uses for purely military purposes, the export of wood in the form of logs, timber, and lumber required an unusually large amount of shipping space, and control was exercised quite as much as a matter of tonnage saving as because of the need for these woods for construction purposes in the United States. The removal of these commodities from the conservation list on December 30, 1918, is indicative therefore both of a cessation of economic mobilization and of a return of shipping to commercial trades.

Book, poster, print and news print paper were on the conservation list published in January, 1918; old newspapers were added June 28, and wood pulp on October 10. The exportation of paper was controlled for two reasons—as an aid to the rigid program of paper conservation carried on by the War Industries Board and as a means of controlling enemy propaganda. Newspapers have offered a powerful means of directing the course of public opinion with reference to the belligerents, and it was a matter of good policy for the United States to see that its supplies of newspaper materials were exported with due regard to the effects upon this Government and its prosecution of the war. Old newspapers were removed from the conservation list on December 9, 1918, book and poster paper and wood pulp on the 30th, and news print and print paper on January 7, 1919. The rapidity with which newspaper materials were thus released from a rigid war-time control indicates

the degree to which foreign trade was returning to a normal basis, affected only by the operation of economic forces.

The removal from conservation control of metals, machinery and instruments, chemicals, and the miscellaneous commodities thus far discussed indicates the extent to which the War Trade Board carried out its announced policy of dealing with the conservation list. As forecasted in the announcement of November 22,¹ the commodities removed from the list before January 1, 1919, were, on the whole, those which had been controlled from purely military motives. They were part of the economic fabric of the country which had been guided and directed into channels to assist in the development of offensive operations on the field of battle. The remaining groups of commodities on the conservation list, of equal importance for the reasons above stated, were controlled for a longer period, because conditions beyond the matter of an economic mobilization for war affected their use. The announcement of November 22 had said that further control was to be exercised because of the world shortage in certain commodities and because of the necessity of rehabilitating Europe and Siberia. In so far as general statements can apply to large groups of the commodities of commerce, necessarily more or less heterogeneous in their nature, it is true that the need for control of metals, chemicals, and the miscellaneous commodities ended with the reasonable certainty that offensive military operations were at an end; and that the control of foodstuffs was necessary for a longer period if humanitarian considerations were to govern dealings of the United States Government with the stricken peoples of Europe.

FOODSTUFFS, FODDERS, AND FOOD ANIMALS.

When it comes to a detailed consideration of the extended list of foodstuffs which were on the conservation list on November 11, it is readily possible to divide them into two general groups, those of which the supply was sufficient, or which were not in great demand for shipment to Europe, and those to be used largely for feeding European peoples. The removal of foodstuffs from the conservation list began on December 16, 1918. About 150 items were released from control at this time and included such things as prepared or manufactured foods, fish (all except canned salmon), and certain meats and dried fruits. Four days later important removals included food animals and animal fats and oils (except lards). On January, 1919, all remaining dried fruits were removed, also all vegetable seeds, except red clover. Feeds and fodders, as a general title, was dropped on January 7, and feeding stuffs thereafter were controlled only as specified under an individual title, such as oil cake. Bran and middlings were added to the conservation list on the 13th, and were controlled until their removal on February 3. Other feedstuffs were removed on January 27.

On January 9 all vegetable oils used as foods were dropped from the list, and all beef products as well. On February 3 important

¹ See p. 149.

removals included all peas, sugar, and all grains, flour, and meals, except wheat and wheat flour. By February 5 the food products still on the conservation list were reduced to those given below. The date following each item or group represents the data of final removal.

Item.	Date removed from export conservation list.
Butter-----	Feb. 10, 1919.
Cheese-----	Feb. 10, 1919.
Eggs and egg products-----	Feb. 10, 1919.
Milk as follows:	
Condensed-----	} Feb. 10, 1919.
Evaporated-----	
Dehydrated-----	
Powdered-----	
Preserved of all kinds-----	
Coffee (except Haitian and Porto Rican)-----	Feb. 14, 1919.
Lard as follows:	
Compound lard-----	} Feb. 14, 1919.
Lard substitutes-----	
Lard-----	} Mar. 7, 1919.
Neutral lard-----	
Pork products-----	Mar. 7, 1919.
Red-clover seed-----	Mar. 17, 1919.
Wheat and wheat flour (except seed wheat)-----	June 30, 1919.

THE EXPORT CONSERVATION LIST ON JUNE 1, 1919.

The commodities released from control for purposes of conservation prior to June 1, 1919, left a list containing the following items:

- (1) Ammunition, explosives, and firearms.
- (2) Moving-picture films.
- (3) Coal and coke.
- (4) Wheat and wheat flour (except seed wheat).

The unsettled state of world affairs furnishes complete explanation for the control still exercised at this date over ammunition, explosives, and firearms. Moving-picture films, in common with news print paper, had been controlled as a mean of supervision over anti-American propaganda in neutral countries carried on by means of supplies from the United States. News print paper was dropped from the conservation list on January 7, 1919. The reason for the longer exercise of control over moving-picture films lies in their greater adaptability for propaganda purposes. Pictures make their appeal to all, no matter how illiterate, and the appeal of the moving picture in particular is the most effective means of propaganda known to-day. Moving-picture films were removed from the conservation list on June 11, 1919.

Coal is the key commodity at the basis of all industrial development and was, throughout the war, one of the most important weapons of the economic offensive which supported the armies of the several belligerents. England has been, in the past, the only exporter of coal of great consequence, but with increased demands in Europe and among her Allies during the war, her exports to South America have been replaced in part by American coal during the last two years. The shorter haul from the United States, and the tonnage saved thereby, was an important consideration in this transfer.

Although the United States is the greatest single producer of coal, producing about 40 per cent of the annual world output, this country had not previously been an exporter of coal. In addition to its basic importance to industry, coal has furnished the power which has driven the major share of the world's shipping. By their control over bunkers the United States and England wielded a power second to none in the war. These were the reasons for a strict conservation of coal supplies in the United States. Early in 1919 evidence was produced before the Board showing that the United States then had an exportable surplus of coal, while Great Britain had a shortage; and shipping facilities had increased to a point where greater freedom could be allowed in the issue of licenses. The need for coal in Europe was second only to the need for food, and Argentina and Uruguay were suffering from a serious shortage in coal, with no shipments going from England. The War Trade Board on January 17, 1919, announced that licenses would thereafter be issued for the exportation of coal to all destinations in Europe and to Argentina and Uruguay. Exports to South America were to be consigned in care of the War Trade Board representative at Buenos Aires or at Montevideo and shipments to the border neutrals in Europe were limited to the prescribed rations. Coal remained on the conservation list, however, and was strictly controlled until the blockade was lifted on July 14, 1919.

Wheat and wheat flour occupied much the same position among foodstuffs as coal among industrial materials. The United States Food Administration had taken unusual measures to encourage the production of a large wheat crop in 1918, and the resulting supply had been shipped in large quantities to the allied nations. The situation was complicated by the scarcity of tonnage and the inability to market the wheat crops of Argentina and of Australia. With the excessive demand for wheat, it was therefore necessary to exercise very careful control over its distribution. While it remained on the conservation list longer than any other foodstuff, it was, of course, possible to relax somewhat the rigidity of war-time control by the early months of 1919. With the prospect of bringing Argentine and Australian supplies into the world market an adequate supply was reasonably assured and control was exercised largely in the interest of relief to the populations of Europe. On April 11, 1919, the Board made public announcement of the regulations then existing. Licenses to export wheat flour to all destinations in the Western Hemisphere, the east coast of Asia, and the west coast of Africa were being issued to private exporters. Wheat flour to other destinations and wheat to all destinations could be exported only by the United States Food Administration Grain Corporation or its nominees. Wheat and wheat flour remained on the conservation list until June 30, 1919, when all control of their exportation was transferred to the Wheat Director.

SUMMARY.

The preceding discussion of the steps taken to shorten the export conservation list is epitomized in the following list. The articles are arranged in the approximate chronological order of the first *important* removals of particular groups of commodities:

Removals from the export conservation list after November 11, 1918.

Commodities.	Dates of removals.
Metals, machinery, instruments, etc-----	Nov. 27 to Apr. 4
Iron and steel-----	Nov. 27 and Dec. 23
Machinery, tools, etc-----	Nov. 27 and Dec. 6
Alloys, metals, etc-----	Nov. 27 to Dec. 23
Tin-----	Nov. 27 to Dec. 30
Electrical apparatus-----	Dec. 6
Optical instruments-----	Dec. 6
Gold, platinum, etc-----	Nov. 20 to Apr. 4
Chemicals, dyestuffs, and fertilizers-----	Dec. 6 to Jan. 16
Miscellaneous commodities:	
Asbestos-----	Dec. 5
Hides and leather-----	Dec. 6 and Dec. 20
Horses and mules-----	Dec. 16
Fibers-----	Nov. 22 to Feb. 1
Cotton-----	Nov. 22 and Dec. 20
Silk-----	Dec. 20
Wool-----	Dec. 20
Other fibers-----	Dec. 6 to Feb. 1
Rubber-----	Dec. 6 to Dec. 30
Mineral oils-----	Dec. 23
Postage, revenue, and other stamps-----	Dec. 23
Wood and paper-----	Dec. 9 to Jan. 7
Foodstuffs-----	Dec. 16 to Mar. 17
Miscellaneous foods-----	Dec. 16
Animal fats-----	} Dec. 20
Food animals-----	
Miscellaneous foods-----	} Dec. 23
Miscellaneous foods-----	
Dried fruits-----	} Jan. 1
Vegetable seeds-----	
Feeds and fodders (general)-----	Jan. 7
Vegetable oils-----	} Jan. 9
All beef products remaining-----	
All sirups remaining-----	Jan. 15
All feedstuffs remaining-----	} Feb. 2
All peas remaining-----	
All sugar remaining-----	
Grains, flour and meals, except wheat and wheat flour-----	
Butter-----	} Feb. 10
Cheese-----	
Eggs and egg products-----	
Milk-----	
Coffee-----	Feb. 14
Lard-----	Feb. 14 and Mar. 7
Pork products-----	Mar. 7
Red clover seed-----	Mar. 17
Wheat and wheat flour (except seed wheat)-----	June 30
Ammunition, explosives, and firearms-----	July 14
Coal and coke-----	July 14

Relaxation of Country Control Exercised for Conservation Purposes.

Change of policy.—At the time of the signing of the armistice exports to all countries of the world were being strictly controlled by the War Trade Board. The purpose of this control, exercised by means of a system of individual export licenses, had been to insure the retention within the United States of commodities necessary for the maintenance of the Nation, the proper provisioning of the countries associated with the United States in the war, and of the neutral countries that were dependent upon the United States, and an adequate

supply of the materials of war to the armies of the United States and the Allies, and to apportion certain commodities among various foreign countries or industries when desirable to further the production of supplies in these countries for use in the prosecution of the war. With the cessation of hostilities control of exports for these purposes largely ceased to exist, and it became possible to relax from time to time the control exercised over exports to all countries of the world. Such relaxation was effected both by a simplification of the procedure of control by individual licenses and by the issue of special export licenses.

Relaxation of control by agencies of the Associated Governments.—In May, 1918, by virtue of arrangements with the British, French, Italian, and Belgian war missions, and as much in deference to the desire of their Governments as because it was in furtherance of the policy of the War Trade Board and other branches of the Government of the United States having to do with the matter, shipments of an ordinary commercial character had become so surrounded by restrictions that it was necessary for the exporter, before applying for license to ship to Great Britain, France, Italy, or Belgium, to obtain in each case from the war mission of the country to which the shipment was to be made its written approval of the shipment, and to agree, as a condition precedent to the issue of the export license, that—

(a) If before applying for the license any commodity specified in the application had already been “purchased or acquired for export,” or if any step had been taken “in the process of producing, manufacturing, or fitting” any such commodity for export, the commodity would not be exported “until the written approval of the United States War Industries Board had been received with respect to articles specified in” a certain schedule that had been published, “or of the United States Food Administration with respect to foodstuffs, fodders, and feeds.”

(b) Or else, in cases in which the commodity sought to be exported had not yet been purchased or acquired for that purpose or put in process of production, manufacture or fitting for export, to agree that no such step would be taken until after the export license had been issued.

The purpose of this requirement was to prevent the useless consumption of material and labor in making articles for export which for the time might not be exported and to save tonnage by prohibiting the exportation of articles which had not been recommended by the Government of the country of destination as being necessary for its essential requirements. Shortly after the signing of the armistice the Board entered upon a policy of relaxation with respect to these and other restrictions surrounding the issue of individual licenses. On December 3 it announced that applications for export licenses from holders of orders for export to the United Kingdom, France, Italy, or Belgium, or by way of these to any other country or colony, would no longer be referred to the War Industries Board. Except for commodities retained on the export conservation list, the control over exports exercised by the Food and Fuel Administrations was gradually abolished. On December 21 an announcement was made that individual applications for export licenses would no

longer be referred to the British War Mission, and on January 7 similar action was taken regarding licenses previously referred to the Italian and French High Commissions.

Exports to the major allies.—Within a few weeks after the signing of the armistice it became possible to facilitate exports to the most important allied belligerents under a special license system.¹ On December 9 special export license RAC 62 was announced, authorizing the exportation to the United Kingdom, without individual licenses, of a list of commodities, the import restrictions on which had been suspended by the British controller of import restrictions. This license was superseded December 16 by RAC 63, which authorized the exportation, without individual export license, of any commodity destined to the United Kingdom, France, Italy, or Japan, their colonies, possessions, or protectorates, except those commodities included in the export conservation list as it was then constituted, or as it might be thereafter amended.

A few days later similar provision was announced with respect to shipments to Belgium and the Belgian Congo under RAC 65. On January 8 the privilege of shipment under RAC No. 63 was extended to cover exportations to Alsace and Lorraine. Later it was extended to include the territory of Austria occupied, under the terms of the armistice of November 3, by the forces of the countries associated with the United States in the war. On the 1st of February the license was amended to include conserved commodities when the value of any one such commodity in the shipment did not exceed \$200, and certain conserved commodities, irrespective of value, when these were destined to Canada or Newfoundland. Later in the same month the Belgian special license was consolidated with RAC 63, and the provisions of the latter were extended to cover exportations to Greece.

Exports to neutrals.—As a result of the modification of the enemy trading list for Latin America on April 4, a new special license, RAC 77, was issued, effective April 7, to permit shipments by freight or express, without individual license, of all commodities, except those in a specified list, to Mexico, Cuba, Haiti, San Domingo, and all countries in Central and South America other than colonies or possessions of Great Britain and France, shipments to these last having been already provided for in RAC 63.

The list of commodities still subject to the individual license procedure, to prevent them from reaching enemies still on the revised enemy trading list, contained the following:

Arms, ammunition, and explosives.
Machinery intended for the manufacture of munitions.
Material intended for the manufacture of munitions.
Canvas bagging.
Coal and coke.
Copper wire and rods.
Electrical generators over 20 kilowatts.
Electrical motors over 25 horsepower.
Electrical transformers over 50 kilowatts.
Graphite crucibles.

Moving-picture films.
Manufactured gold (except dental) and articles containing more than 45 per cent of fine gold in value.
Jewelry containing more than 45 per cent of fine gold in value.
Jute and jute bags.
Machetes.
Manila fiber.
Fuel oil and gas oil.
Radio and wireless apparatus.
Wheat, except seed wheat.
Wheat flour.

¹ See p. 301.

At the end of the month following the suspension of all enemy trading lists, and again in May, the new RAC No. 77 was extended to cover shipments to any country on this side of the Atlantic, and to Oceania, to all countries in Africa and Asia, other than Arabia and Turkey in Asia, and to Spain and Portugal in Europe—omitting the ally countries and with the same exception respecting shipments to their colonies and possessions because these were covered by RAC 63—and the only exceptions as to commodities aside from radio apparatus and machinery and materials for use in the manufacture of munitions when destined to Mexico, were the eleven commodities then still remaining on the export conservation list. Further amendment in May added Roumania, Serbia, Iceland, and the Faroe Islands to the countries included in the provision.

The situation, therefore, by the end of May, so far as commercial shipments by freight or express were concerned, was that all need to obtain individual export licenses in the cases indicated had been eliminated when the goods were consigned to any country in North, Central, or South America, the West Indies, or Oceania, or British, French, Italian, Belgian, and Japanese possessions throughout the world; any country in Asia except Turkey in Asia and Arabia; any country in Africa, and any country in Europe except Russia, Denmark, and Sweden, the enemy and ally of enemy countries and certain countries formerly dominated by their military forces, such as Finland, Poland, the Adriatic and Black Sea ports, the territory embraced in the new State of Czecho-Slovakia and that embraced in the proposed new State of Jugo-Slavia. In all such cases the only commodities as to which restrictions remained were those still on the conservation list.

Exports by mail.—During the period of the armistice certain of the special licenses that had been issued to the Post Office Department were likewise from time to time amended to keep pace with the general policy of relaxation, until before the middle of June had been reached, instead of being subjected to the requirement in each case of having to procure and present to the local postmaster an individual export license, exporters were permitted, under RAC 52, to ship by mail all commodities that were not on the conservation list, and conserved commodities when the value of no one such commodity in the shipment exceeded \$200, to any country in the Western Hemisphere, any country in Africa or Asia except Turkey in Asia and Arabia, and Great Britain, France, Italy, Belgium, Greece, Spain, and Portugal in Europe, their colonies, possessions, and protectorates, Iceland, the Faroe Islands, Norway, and Denmark. To Canada and Newfoundland, in addition to the above, certain conserved commodities were permitted to be exported by mail irrespective of their value.

Under RAC 53 shipments by mail of "printed and written matter" were permitted to all countries except Germany and Hungary. RAC 55, which had been issued to the Post Office Department and the Customs Division jointly, was from time to time so revised that it eventually permitted exportations to any country except Germany and Hungary, either by mail or by freight or express, of samples of any commodity and advertising matter and electrotypes when such samples, etc., were intended for use in procuring business and not themselves for sale as articles of commerce.

RELAXATION OF THE BLOCKADE.

The Free Lists.

Origin of the free lists.—During the greater part of the year 1918 the associated powers had permitted the exportation to the northern neutral countries of certain commodities which were of no military value,¹ restrictions against the reexportation of which to Germany were largely formal. The commodities of which these nonessential lists were composed were intended to compete with similar German products which were at this time flooding the neutral markets, and therefore represented more a defense for allied and American trade with the neutrals than a measure calculated to assist military operations. The exportation of such products by the nationals of the Associated Governments was, of course, strictly limited by tonnage considerations.

The recognition that a trade in commodities of no military value might be permitted furnished a point of departure for the development of overseas commercial trade, once the acute military situation was relieved. The curtailment in the military program after November 11, 1918, removed the necessity for control over a great many commodities.² The viewpoint of the blockade policy after this date changed; instead of being directed in the interest of an extensive plan of military operations, the blockade was continued to assist in forcing the Germans to sign the coming treaty of peace. Scarcely was the armistice of November 11 signed before the War Trade Board was considering methods of simplifying the procedure of export and import control and of eliminating much of the machinery that had been used to control trade with the border neutrals.

On December 14, 1918, the first "free list" was announced for shipments to the four northern neutral countries. The commodities included in this free list show little variation from the nonessentials allowed prior to this time to be exported to these countries, the few changes being a result partly of the modified rules of conservation and partly of the conditions under which the free list commodities were exported. For example, certain fruits and certain items of jewelry were included in the free list but not in the previous "nonessential" lists, control over these commodities for the purposes of conservation having been relaxed by December 14. Moving-picture films had been added to the "nonessential" lists late in October, 1918, and exported under proper guaranties as to disposition in the country of destination, but they were not included in the free list. The reasons lay in the freedom as to the conditions under which free list commodities were exported.³

The consolidation of the free lists.—Additions to the free list were recommended from time to time by various agencies, such as the Allied Blockade Committee in London, the Superior Blockade Council in Paris, or by the War Trade Board. On January 3, 1919, pork and pork products⁴ and iron and steel and manufactures thereof, except high-speed steel, were added to the list for exportation to the northern neutrals, and on January 27 the Board announced the first free list for Switzerland. This list contained fewer items than

¹ See p. 26.² See pp. 148-149.³ See p. 164.⁴ Later transferred to the nonrationed list.

that for the northern countries. On March 15 a "Consolidated Free List" was issued and made applicable to the four northern neutrals, Switzerland, Finland, Luxemburg, and the occupied Rhine territory.

Conditions covering the exportation of "free list" commodities.—When the question was first raised of relaxing blockade restrictions to permit greater freedom of trade with neutral countries the War Trade Board expressed its preference for a small list of restricted exports as the best basis for the administration of the post armistice blockade. Later the Board, after conference with the allied representatives in Washington, agreed to the policy of maintaining all existing enemy trade restrictions and safeguards and all blockade measures. When a free list was proposed by the Allied Blockade Committee in the latter part of November, 1918, the London authorities proposed that the commodities contained therein should be exported without reference to London and without limit as to quantity and to all consignees except those on the published enemy trading list. With reference to free list shipments it was now pointed out by the War Trade Board that the only consideration in disregarding the confidential list was the saving in time and expense involved in passing upon individual applications for licenses covering all shipments to neutral countries; but in conformity with the policy agreed upon with the allied representatives, the Board recommended the maintenance of the confidential list.

In accordance with this position, the first free list, of December 14, 1918, was announced with the following conditions: Shipments should be made without reference to London and without limit as to quantity; individual licenses were required for the exportation of these commodities, but so far as the War Trade Board was concerned the regulations as to consignment to importing associations in the countries of destination were rescinded and consignments were permitted direct to the consignee named in the export license, or "to order." Applicants were cautioned that no shipments should be made in violation of the trading with the enemy act.

The maintenance of the individual licensing system for free list exports enabled the Board to continue the enforcement of the policy of the confidential list. The same procedure was made effective for Switzerland when the free list was extended to that country on January 27, 1919. With reference to the northern neutrals, however, the confidential list was discarded in accordance with action of the Superior Blockade Council in the latter part of February. All enemy trading lists were finally withdrawn on April 29.

Another question that arose in developing the policy of the free lists concerned the right of neutral importers to reexport to Germany. The first free list was supposed to represent commodities for the exportation of which from the United States no regulations or restrictions were established except with reference to consignees. The Board and the allied authorities had decided, moreover, to maintain all blockade measures against the Central Powers. A relaxation of the rule against reexports would mean a reversal of this policy. As a matter of fact, the issue was largely one of principle—a strict maintenance of the blockade of Germany—for the first free list was admittedly composed of commodities unimportant from a military standpoint, and the Central Powers would not wish to import them,

since they were themselves competing for this trade of the neutrals. The Allied Blockade Committee in London had recognized this situation in the latter part of December, 1918. The announcement by the War Trade Board on January 27, 1919, stated that "this relaxation does not mean that goods shipped under this ruling may be re-exported." Early in March the Superior Blockade Council in Paris decided to permit the reexportation to Germany of free list commodities.

Ration Increases and Nonrationed Lists.

Increases in neutral rations.—The blockade of the Central Powers had been made effective in large part through restrictions in their trade with the European neutrals. The agreements entered into between the Associated Governments and the neutrals had provided for the importation by the neutrals of only those commodities necessary to provide for the maintenance of their own economic life, but had not intended to allow full industrial activity for the purpose of extensive export trade. With the termination of hostilities and the subsequent relaxation of war-time control over many commodities, the Associated Governments found it possible to pursue a more liberal policy in supplying the needs of the neutral countries of Europe without in any way relaxing, in its main essentials, the blockade of Germany. The War Trade Board made public announcement to this effect early in December. This announcement was followed before the close of the month by a shipment to Sweden of foodstuffs urgently needed by the Swedish people, and by the publication in January of the terms of a new agreement with Switzerland which provided liberal rations of foodstuffs and feedstuffs.

On February 6 the United States and the Allies delivered identical notes to the Governments of Norway, Sweden, Denmark, and Holland, informing them that the quantities of rationed commodities provided for in the several agreements then in effect had been materially increased. The new arrangement provided for added quantities of cotton, wool, and leather and their manufactures, petroleum and its products, animal and vegetable oils, tobacco, and coffee. With respect to many commodities, such as clothing, machinery, and rubber tires, the limits as to quantity of imports by the neutrals were entirely removed and licenses were authorized to export these commodities freely, subject only to the condition that the appropriate import certificates of the countries had been issued. The notes emphasized the fact that these increased imports were for local consumption and that all guaranties against reexportation were still strictly to be observed.

This step was but the beginning of a process that soon led to the complete removal of all limitations on the quantity of goods exported to these countries. Additional relaxations affecting Norway, Sweden, Denmark, and Holland were announced on the following dates: March 12, 15, 28, April 1, 4, 19, and 22.

Nonrationed lists for Sweden and Norway.—The ruling of February 6, announcing the policy of increasing rations to the neutral countries, had forecast a future development by stating that the limits as to the quantity exportable of such commodities as clothing, machinery, and rubber tires were entirely removed. The ruling of

March 15 classified exports to Sweden into three groups—(1) the free list, (2) the rationed list, containing those commodities for which a fixed ration had been provided under the terms of the agreement with Sweden, and (3) an “all-other” group, to be known thereafter as nonrationed commodities. The distinction between rationed and nonrationed commodities lay in the removal of the quantity limitation on exports of the latter and in the fact that they need not be consigned to an importing association. On April 1 a nonrationed list of the same character was made effective for Norway.

The suspension of all quantitative ration limitations.—The idea of the nonrationed list had been more or less informally recognized in connection with exports to all the European neutrals. Recommendations were made from time to time to “de-ration” certain commodities. The procedure of the nonrationed list would probably have been applied formally to the imports of the remaining neutrals had the War Trade Board not completely suspended all quantitative limitations of the rationing system, except for finished munitions of war, for Norway, Sweden, Denmark, and Holland on April 25 and for Switzerland on May 1. This suspension removed all quantitative limitations on exports to these countries and placed all commodities in either the free list or the nonrationed list categories.

The Simplification of the Blockade Machinery.

The character of war-time control.—The prime motive in controlling exports to the border neutrals during the war had been to keep supplies from reaching the enemy powers. The machinery of the blockade¹ had comprised agencies for licensing exports in the countries of each of the Associated Governments; central advisory and auditing bodies in London and Paris on which all these Governments were represented; a local advisory and control committee of representatives of the Associated Governments in each neutral country bordering the territory of the Central Powers; and control organizations within each neutral country established by that Government or by business and commercial interests and sponsored by the Government. The licensing of exports from the United States to these countries had necessitated the issue of import certificates by the proper agency in the importing country; the notification of such issue to the interallied bodies in the neutral country and in London or Paris; advice of such issue to the American exporter and approval of the exportation by the War Trade Board. The system was admittedly complex and necessitated delay in the consummation of commercial transactions. The acceptance of the armistice terms by Germany and their fulfillment placed the military and economic powers of the enemy under such control as no longer justified these extensive restrictions on trade with the European neutrals. The entry of the allied navies into the Baltic following the armistice and the added control thus given over imports into Germany furnished an added reason for placing neutral trade on a more normal basis with the least possible delay.

Early changes in procedure.—The shipping situation had been so serious during the continuation of hostilities as to necessitate a requirement that all exports to the northern neutrals be lifted only in

¹ See pp. 18–19.

vessels flying the flag of the country of destination. On January 10, 1919, the War Trade Board announced the withdrawal of this regulation so as to permit the shipment thereafter of commodities to Scandinavia and Holland on any vessel.

Concurrently with this announcement a revised procedure was effected for exports to these countries which very considerably reduced the expense and delay of securing applications. Provision was made that the details of import certificates issued in the neutral countries should be transmitted by their official representatives in Washington directly to the War Trade Board. This plan made it possible for the Board in most cases to consider applications without reference to its representatives abroad.

Curtailement of the use of import certificates.—One of the chief factors in the control of neutral imports had been the import certificate. Before the exporter in the United States could make application for a license the importer must have received this certificate from the proper agency in his country and must have advised the exporter of this fact and the number of such certificate.

Commodities on the free list for the European neutrals, effective from December 14, were exportable, so far as any requirement of the Board was concerned, without the production of an import certificate.

Import certificates for rationed commodities shipped to Sweden after March 15 were no longer required from the various importing associations, but were issued by the Swedish Handel's Kommission upon the guaranty of the appropriate association. For non-rationed commodities import certificates were issued by the Handel's Kommission upon the undertakings of the *individual importers*. Nonrationed commodities were exportable to Norway after April 1 under an "ordinary undertaking" given by the importer to the Norwegian Finance Department.

The complete discontinuance of import certificates for all shipments to the northern neutrals and Switzerland of foodstuffs not on the export conservation list¹ was announced on May 21. This action indicated a long step in the direction of the total abandonment of the individual licensing system.

Control over the method of consignment.—Assurance that exports to the neutrals would not fall into untrustworthy hands and eventually be reexported to enemy countries had been guaranteed by the requirement that shipments be consigned to an importing association—the Netherlands Overseas Trust in Holland, the Société Suisse de Surveillance Economique in Switzerland, and various agencies in the other countries. The revised procedure for exports to the northern neutrals announced on January 10 and 11, 1919, provided in the case of Norway and Sweden that commodities not controlled by an import association might be consigned directly to the importer. Direct consignments had been permitted to Danish importers since October 9, 1918. To Holland and Switzerland at this date consignments were still required to the N. O. T. and the S. S. S. and to these only. The nonrationed lists established for Sweden and Norway on March 15 and April 1, respectively, were consignable directly to the importer.

¹ Of foodstuffs, only wheat and wheat flour still remained on the list at this date.

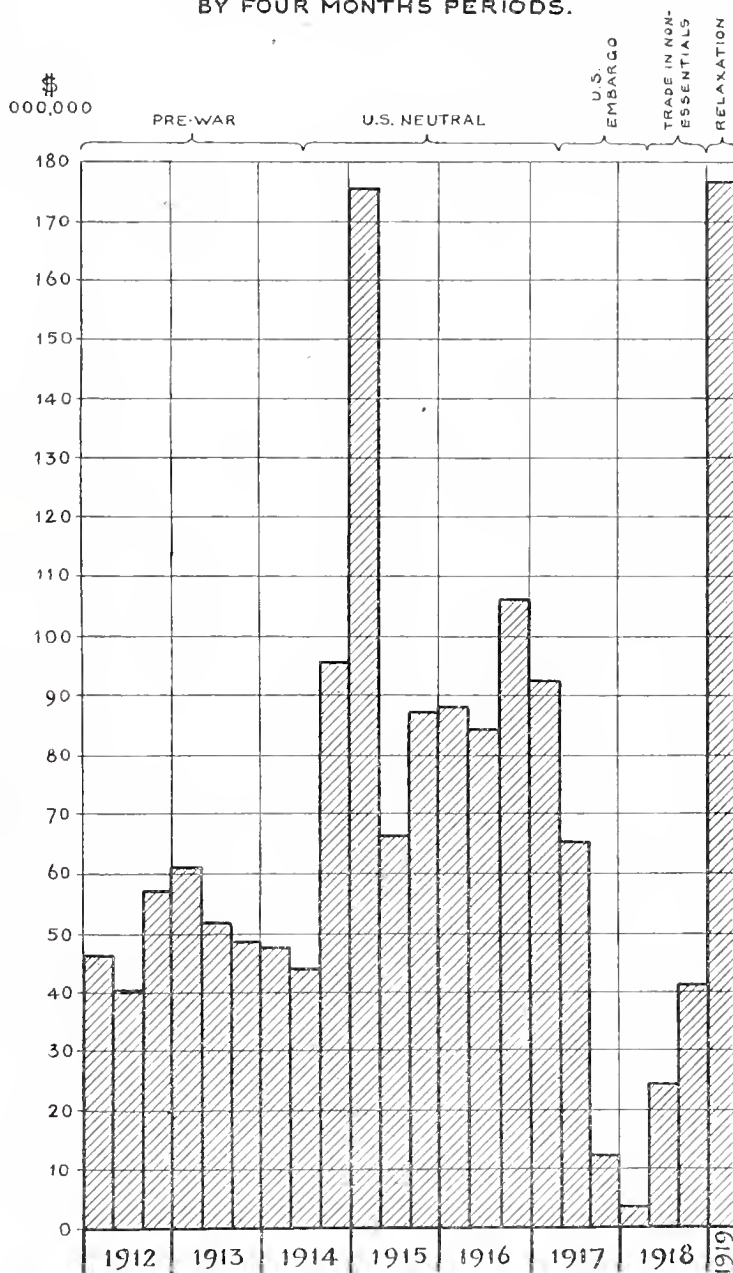
A sweeping change in procedure affecting all five of these border neutrals occurred on May 21. The discarding of import certificates for foodstuffs on this date was noted above. In addition, consignments of foodstuffs to these countries were permitted directly to the purchaser.

The extension of general license procedure.—The suspension of quantitative ration limitations, on April 25 and May 1, on exports to these countries and the removal of all restrictions on free list exports reduced the problem of control to nonrationed commodities. The gradual withdrawal of the essential elements of control over these commodities, such as the use of import certificates, consignment to authorized agencies and reference of all applications to London or Paris, tended to create a disorganization and ineffectiveness in the control that remained within the several neutral countries and opened the way for discarding the entire system of individual licenses. The War Trade Board on May 8, 1919, announced the issue of two general licenses, RAC 78 for Holland and RAC 79 for Switzerland, allowing the exportation to these countries by freight or express, without individual licenses, of all articles not on the export conservation list, provided they were consigned, respectively, to the N. O. T. or the S. S. S. On May 28, RAC 80 was issued for all shipments to Norway and consignments under this ruling could be made directly to the individual importer and RAC 81, for Denmark was announced June 18. RAC 82, establishing the general license procedure for Sweden on June 24, completed the relaxation of export control for the five border neutrals. Under this license shipments were consignable directly to the individual importer.

The Results of Relaxation.

The results of this policy of simplifying the procedure of shipments to the border neutrals and allowing greater freedom of trade are shown by the chart on page 169. The diagram shows the value of all United States exports from 1912 to the end of April, 1919, by four-month periods. In comparing the earlier with the later years it must be remembered that changes in price levels materially affect conclusions as to relative quantities of prewar and war-time exports. The important indications of the chart, however, deal with the data of consecutive periods and for this purpose the chart furnishes trustworthy indications. The important facts are that United States exports to these neutrals were far greater than normal during the latter part of 1914 and the first four months of 1915; for the remainder of the period in which the United States remained neutral they were greater than normal prewar exports; the declaration of war by the United States and the establishment of an embargo pending the negotiation of agreements and the giving of guaranties reduced these exports to a negligible quantity; trade in "nonessentials" was resumed in the spring of 1918 and continued to increase during the remainder of the year; the first four months of 1919, the period of relaxation of trade control, show a tremendous increase in trade, greater even than for the corresponding period in 1915. This increase resulted from the changes discussed in this section.

**U.S. EXPORTS (DOLLARS), 1912 TO APRIL 30, 1919,
TO
NORWAY, SWEDEN, DENMARK AND HOLLAND,
BY FOUR MONTHS PERIODS.**



RELAXATION OF ENEMY TRADE RESTRICTIONS.

During the months of actual warfare preceding the signing of the armistice of November 11 the United States, in close cooperation with the Allies, had very effectively prevented trade with the enemy. The control over enemy trade, exercised for the United States largely by the War Trade Board under authority of the trading with the enemy act, had two general aspects: (1) The prevention of trade with enemy or ally of enemy territory, and (2) the prevention of trade with enemies resident outside of the territory controlled by the Central Powers. The problem after the signing of the armistice was one of relaxing these restrictions in so far as such relaxation would aid the restoration of normal conditions without at the same time removing, to too great an extent, the control over the enemy still necessary to assure the acceptance of a dictated peace.

Relaxation of Control Over Enemy Persons not Resident in Enemy Territory.

The prevention of trade with enemies resident in territory outside of that controlled by the Central Powers was exercised during the period of hostilities by the published enemy trading list and the measures taken to suspend the trade activities of the listed houses and the cloaks and other individuals through whom they attempted to evade allied restrictions. The purposes of the prohibition of trade with listed persons or firms had been (1) The restriction of the power of the enemy to finance the war by the establishment of credits resulting from the ordinary commercial operations of enemy firms, and (2) The indirect pressure upon the commercial and financial interests in Germany by the threatened destruction of their commercial interests abroad upon which they might rely for the resumption of their foreign trade after peace. The effectiveness of the enemy trading lists depended upon a strict censorship, a system of individual import and export licenses for all trade with neutral countries, and the close cooperation of the Associated Governments in the denial of trade facilities to enemy firms, and the control of shipping by bunker agreements.

The armistice and the enemy trading lists.—While it was the opinion of the Board at the time of the signing of the armistice with Germany that the enemy trading lists and all other enemy trade restrictions and safeguards should be continued as theretofore, the developments of the following months made it both desirable and possible to modify and finally to suspend all such lists. The release of industry and tonnage from war demands made it desirable that the individual license system, which was necessary for the enforcement of the lists, should be abolished as far as possible. As it became increasingly evident that the armistice would lead to peace and that any desired control of enemy trade and properties could be dictated in the treaty, and as allied control over the enemy, even to the extent of foreign securities held by his nationals within enemy territory, was established, the original reasons for the enemy trading lists largely ceased to exist and it became possible to suspend them.

Revision of the lists for the northern neutrals.—The control of the Baltic by Allied naval forces and the resulting control of trade between Germany and the northern neutrals justified a relaxation of the lists for those neutrals, and the removal from the lists of many neutral houses not of enemy ownership. It was desirable furthermore to resume trade with these neutral firms in order to increase the markets for industries returning to a peace-time basis, and to prevent the complete dependence of these firms on German trading connections for their future existence and development. Accordingly a comprehensive revision of the lists for the northern neutrals was undertaken by the London conference and a considerable number of neutral names removed therefrom.

The Latin American lists presented considerations somewhat different from those applicable to the northern neutrals, both in the character of the individuals and firms listed and in the desirability of making immediate removals in order to afford an outlet for allied goods in competition with German goods in a market available to the enemy, a consideration which did not apply to Latin America. Other considerations, however, made the continued maintenance of the enemy trading lists for Latin America difficult and their enforcement undesirable.

In all measures of relaxation the Board endeavored to maintain at all times an equality of position and opportunity for the trading interests of each of the allied and associated countries, and in removing trade restrictions to do so only in accord with a similar policy of the other Associated Governments. As an increasing amount of tonnage became available for commercial uses and the interests of all countries required that exports be facilitated as much as possible to provide increased markets for industry and continued employment for labor, some modification of the war time practice of the Board became necessary; even the delay caused by the requirement of an individual export license for each shipment became in itself an appreciable restraint upon our foreign trade.

Measures were adopted to minimize to the smallest possible extent delays involved in the examination of individual license applications, and, with the exception of a limited list of commodities which were vital to the business of important enemy houses in Latin America, the granting of licenses became as nearly as possible automatic, with refusals limited to the published Enemy Trading List.

Under the more lenient policy adopted by the Allies, and largely because of the general expectation on the part of unscrupulous traders that, even if detected and ultimately listed, the resulting penalties would last only a brief period until the conclusion of peace, the strongest element which had tended to make the whole system effective during the period of hostilities was eliminated. Accordingly, a radical revision of the lists for Latin America was proposed by the Board in agreement with the American representatives in Paris that the chief justification remaining for the maintenance of the enemy trade organization was to prevent the dissipation or concealment of enemy assets, and that otherwise the burden placed upon the Government and private interests by the censorship and enemy trading list machinery did not warrant their maintenance.

This revision, announced April 4, amounted to the reduction of the enemy trading list for Latin America to about 170 names as contrasted with a previous list of more than 3,200 names. The list included primarily such German-owned houses, predominantly financial or industrial rather than of a general mercantile character, as were in whole or in part owned by interests within Germany and which fell within the class of assets against which, from the nature of their businesses, restrictions could easily be enforced without fear of cloaks. In general, these firms were of the following nature: Banks, readily controlled by the censorship and license operations of the Federal Reserve Board and similar allied machinery; German houses which produced and exported such commodities as nitrate, coffee, sugar, and ores, for the movement of which either into allied territory or by ships subject to allied bunker control a certificate of the absence of enemy interest at the point of shipment was essential; or public utilities, which, while not exporting, still required from allied territory essential commodities, the distribution of which could easily be brought within allied consular control.

This radical revision enabled the Board not only to expedite and simplify all its export and import procedure, but brought about a similar relief in the censorship of both postal and cable communications, and consistent with maintaining its observation and control of important enemy assets in Latin America, its war time measures of control were reduced to a minimum.

As a result of the Brussels agreement of March 14, and with a view to assisting Germany to obtain credits in neutral countries for the purchase of food supplies, announcement was made by the authorities of the Associated Governments to the Governments of Germany and the border neutrals that no firm in any neutral country would incur the penalty of being placed upon the enemy trading lists because it had engaged in trade with Germany to the extent permitted by that agreement, and that negotiations and trading by Germans with firms upon the enemy trading lists would be permitted subject to the approval of the blockade section of the Supreme Economic Council.

Suspension of all enemy trading lists April 29, 1919.—The chief remaining reason for the maintenance of the modified enemy trading lists was the necessity of preventing the concealment of enemy assets which might be available for purposes of reparations. The partial abolition of the censorship made control in this direction difficult in so far as concerned the countries affected. The efficiency of even the small Latin-American list was largely weakened by the abolition of the censorship for Latin America in April. The Brussels agreement secured control by the Allies of most foreign properties and securities owned by Germans resident in Germany, and arrangements made in Paris provided for reparations. It therefore became possible to consider the complete suspension of all enemy trading lists, and a decision to this effect was reached by the Supreme Economic Council, April 27, to be effective beginning April 29.

Public announcement of the suspension of the lists was made by the War Trade Board, and, as trading with listed persons had involved trading with those defined as enemies by the trading with the enemy act, a general enemy trade license was issued to authorize trade with all persons outside of the United States with whom trading was

prohibited by that act, except as provided in the continued restrictions against trade between the United States and the blockaded countries, Hungary and Germany.

Relaxation of Restrictions on Trade with Enemy and Ally of Enemy Territory.

According to the provisions of the trading with the enemy act trade was prohibited with all persons resident within the territory, including that occupied by the military and naval forces, of all nations with which the United States was at war or of any ally of such nations. Enemy territory thus included: (1) Territory of Associated Governments occupied by enemy forces, such as the greater parts of Belgium, Roumania, Serbia, and Albania, and (2) territory included within the boundaries of enemy or ally of enemy countries as they existed prior to the war. With the signing and enforcement of the armistices of October and November it became possible to relax in varying degrees the blockade against these regions.

The liberated regions.—Upon the withdrawal of enemy troops from the occupied territory of associated or neutral countries, these liberated regions ipso facto ceased to be enemy territory under the terms of the trading with the enemy act. The resumption of trade with these regions was accordingly authorized as soon as conditions therein had been sufficiently stabilized to make sure that such trade would not be permitted to benefit enemies or their allies with whom trading was still prohibited. Authorization was given December 23 for the exportation to Belgium of any commodity not on the export conservation list without individual license. The resumption of trade relations with Roumania and Serbia was delayed until February 4, pending the establishment of adequate machinery by the Governments of these countries for the control of trade and the suppression of enemy interests. Thereafter licenses were issued freely without reference to the character of consignees or consignors in those countries. Montenegro and Albania were opened to trade under some slight restrictions on February 28.

American policy.—Territory included within the boundaries of enemy or ally of enemy countries as they existed prior to the war remained, for all purposes of the trading with the enemy act, enemy territory until the conclusion of peace and trade with any portion of such territory could be carried on only under general or special enemy trade licenses issued by the War Trade Board. Much of this enemy territory was occupied by the military forces of the Associated Governments and some of it was clearly destined to remain permanently within their possession. In other sections there had been established new Governments friendly to the Allies whose stability depended upon a speedy return to some approximation of normal economic conditions. In all sections of the blockaded regions there was great need for many of the prime necessities of life. Following the enforcement of the terms of the armistices, which made impossible the renewal of the war by the defeated enemy, it was the policy of the representatives of the United States, leaving Germany out of consideration, to overlook no step which could assist the return of the world to normal conditions, and, in so far as might be done by allied agreement, to

resume normal trade relations with all former enemy or ally of enemy territory with the purpose of combating disorder by keeping the people of those regions at work in producing funds with which to purchase foodstuffs and other necessary commodities.

Alsace-Lorraine, Syria, Palestine, Mesopotamia, and the occupied parts of Austria.—The first territories reopened to trade were those in which allied occupation was expected to be made permanent by the treaties of peace, though technically still enemy territory during the period of the armistice. Following in each case similar action by France, Great Britain, and Italy, respectively, the War Trade Board announced the resumption of trade and communication with the following regions: Alsace-Lorraine, January 8; Palestine and Syria south of the line Alexandrette-Aleppo and west of the Hejaz Railway, January 20; those parts of Mesopotamia occupied by military forces of the Allies, February 3; and on February 4 those parts of Austria occupied under terms of the armistice of November 3.

The Superior Blockade Council.—Machinery for the coordination of allied blockade policy and to make possible the simultaneous resumption of trade relations by each of the Associated Governments was established by the creation in Paris of the Superior Blockade Council, which functioned under the Supreme Economic Council and was ultimately responsible to the Supreme War Council. Subordinate to the Superior Blockade Council were three committees which exercised jurisdiction over questions of detail and the machinery of control of all trade between the allied countries, on the one hand, and new allied, neutral, and former enemy countries on the other. Functioning under these committees were various local interallied administrative bodies. The three committees were responsible to the Superior Blockade Council as follows:

(a) The Allied Blockade Committee, London, in so far as concerned questions dealing with countries, or parts thereof, on, or reached through, the Baltic and the North Sea.

(b) The Blockade Committee of the Orient, in so far as concerned questions dealing with Czecho-Slovakia and countries or parts thereof, on, or reached through, Adriatic, Mediterranean, Black, or Red Sea ports.

(c) The Left Bank of the Rhine Committee in so far as concerned blockade questions of the occupied Rhine territories.

The first meeting of the Superior Blockade Council was held February 4, 1919, and, in the main, future notices of the resumption of trade relations were made simultaneously by the authorities of the several Associated Governments. The chief function of the War Trade Board, in so far as concerned the reopening of trade with enemy or ally of enemy territory, was that of making effective for the United States the decisions arrived at by this council. In all cases this involved the granting of a general enemy trade license which suspended the prohibitions of the trading with the enemy act for persons resident in, and goods originating in, these regions. Individual import and export licenses were still required in order to enforce the general restrictions applicable to trade with neutrals and such special restrictions as were thought desirable by the Superior Blockade Council. Reexportation to countries with which trade was still unauthorized was in all cases forbidden.

Upon the recommendation of the Superior Blockade Council the following previously closed regions were opened to trade and communication by the War Trade Board:¹

February 11. Finland.

February 14. Czecho-Slovakia.

February 16. Bulgaria, Turkey, and the ports of the Black Sea (Ukraine).

February 21. German colonies.

February 22. Occupied Rhine territory.

February 28. The Adriatic ports, including the territory occupied by allied forces, Albania and Montenegro.

March 6. Luxemburg.

March 20. Croatia, Slavonia, Bosnia, Herzegovina, and Dalmatia.

April 1. Poland and Esthonia.

April 2. German Austria.

April 14. Latvia and Lithuania.

Czecho-Slovakia and Mediterranean, Adriatic, Black and Red Sea ports.—In the regions subject to the jurisdiction of the Blockade Committee of the Orient the first enemy territory with which trade was resumed was that of the new State of Czecho-Slovakia. As in the case of Serbia and Roumania, the Government of this country took adequate steps to prevent the reexportation of commodities to territory still under blockade, and no restrictions upon trade with that country were maintained by the Board except as to the ports of shipment. Trieste, Fiume, or French or Italian ports were first specified. Later, permission was given for the use of the Elbe, shipments being consigned to the Relief Administration, Hamburg, and subsequently, except for foodstuffs, to the Commission Commerciale Czecho-Slovaque at the same port, in order to make sure that shipments would not be diverted to the use of Germany.

In the case of other regions served by the Adriatic, Mediterranean, Black and Red Sea ports some restrictions on the complete resumption of trade relations was considered necessary. For Bulgaria, Turkey, the Black Sea ports of Russia, German Austria, and the Adriatic ports and hinterland the Blockade Committee of the Orient drew up a list of commodities the importation of which was restricted for military reasons. Licenses to export these commodities, except for some of them when clearly destined for civil purposes, were issued only when the Blockade Committee of the Orient, upon the recommendation of the War Trade Board, had approved such exportation.

Maritime traffic to all these regions remained subject to the control of the naval authorities of the Allies for the purpose of preventing the unloading or transit of prohibited merchandise. The military situation in the Ukraine made necessary some control which would prevent imported goods from reaching hostile forces. Local inter-allied committees were established at the chief ports, and the naval authorities in agreement with the military authorities of the Associated Governments at Constantinople were empowered to prepare lists of ports of the Black Sea or Sea of Azof with which all communication might be forbidden for military reasons.

Because of the activities of hostile tribes in Arabia the blockade which had been raised for the whole of the Turkish Empire as it existed prior to the war was reimposed south from Hali Point on the

¹ The dates given are those on which the respective announcements were made by the War Trade Board.

west coast of Arabia to and including Rasmakalla on the south coast, except a small section of the coast and hinterland, including the port of Aden and the towns of Scheikhothman and Lahej.

For the control of trade with German Austria, there was set up an interallied trade commission at Vienna, responsible to the Blockade Committee of the Orient. The reexportation from German Austria of all imported commodities to countries with which the resumption of trade had not been authorized was forbidden except on special authorization of this commission. Imports from Germany of commodities except those which Germany was authorized by the Associated Governments to export were also forbidden. To enforce these provisions control was established by the commission at railway stations and other points of communication on the Hungarian and Bavarian frontiers.

Baltic ports.—The restoration of commercial relations with territory served by the Baltic ports, with the exception of Finland, was delayed considerably longer than for southeastern Europe and Turkey until a sufficient stabilization of conditions made it possible to export to these regions without fear of reexportation to Germany or Bolshevik Russia.

Trade and communication were resumed with Finland on February 11, following the establishment of an interallied trade committee at Helsingfors, with functions similar to those in the northern neutral countries. Except for commodities on the free list for the northern neutrals, which were freely licensed without certificate, exports to Finland were licensed only after an import certificate had been issued by the Helsingfors committee.

In the case of Poland the fact that the German city of Danzig was the only port of entry for that country, and that no system of control applicable to private trade consignments was in operation, delayed the resumption of commercial relations. Arrangements were ultimately made with the Relief Administration, Danzig, for the proper control of imports, and trade and communication with persons resident in Poland were authorized April 1, subject to the provisions that exports to this country should be only for internal domestic needs and not for reexportation to countries with which trade had not yet been authorized, and that consignments should be made to the order of the Relief Administration for the account of the actual Polish importer as subconsignee.

In the Baltic Provinces of Russia conditions were far from stable. It was hoped that the resumption of trade would aid in the restoration of normal conditions, and, accordingly, trade relations were resumed with Esthonia April 1, and with Latvia and Lithuania April 14, on conditions similar to those for Finland, except that the Allied Blockade Committee and not the Interallied Trade Committee issued the necessary import certificates. Because of continued disturbed conditions in Latvia and Lithuania, however, the general resumption of trade with those destinations had to be modified to the extent of permitting exports only in exceptional cases approved by the Allied Blockade Committee in London.

The occupied Rhine territory and Luxemburg.—Soon after the occupation of the Rhine territories of Germany under the terms of the armistice of November 11 the authorities of the Associated Gov-

ernments determined upon the general policy of resuming trade with these territories to an extent sufficient to keep the industries fairly occupied in order to prevent famine and labor disturbances. Considerable time was required to establish the necessary machinery for the control of this trade. On January 16 the War Trade Board authorized trade with persons resident in the occupied Rhine regions, subject to procedure to be determined upon by the Paris authorities. Announcement of this decision was not made, however, until February 22 following the completion of arrangements for the control of trade, and details of the necessary procedure were not announced until March 6. The following was the machinery established:

(1) An Interallied Commission for the Occupied Rhine Territories was set up in Paris to determine all questions of principle and the general rules regarding trade to and from these territories. Such questions of general policy as could not be decided by this committee were referred to the Superior Blockade Council and when necessary to the Supreme Economic Council.

(2) An Interallied Economic Committee sitting at Luxemburg acted on import and export applications in accordance with the rulings of the Paris commission.

(3) In each occupied zone a committee from the staff of the allied general commanding received all applications for license to trade and forwarded them with its recommendation to the Luxemburg committee.

All commodities on the free list for the northern neutrals and Switzerland were permitted to be exported without restriction to the occupied Rhine territories. Other exports and all imports were licensed by the War Trade Board only after the proposed consignee or consignor in these territories had been granted a license by the Luxemburg committee, and notice to this effect sent to the Board.

Following the presentation of the terms of the treaty of peace to the German delegates in May, control by the interallied authorities over the import and export trade of the occupied regions, except in respect of trade with the unoccupied part of Germany, was abolished. Licenses for exports to the Rhine territories were thereafter freely issued by the Board. As regards imports, on the other hand, the restrictions on trade with this part of Germany were continued.

Luxemburg was technically a neutral nation during the war, and because of this fact no enemy trade license was required for the resumption of trade relations following its occupation by the allied armies. Communication by cable and post was reopened February 20. But because of its close economic relations with Germany and its numerous German interests, its trade with the United States was subjected to exactly the same restrictions as the occupied parts of Germany.

Unoccupied Germany.—Throughout the period of the armistice the authorities of the Associated Governments continued to maintain a strict blockade against the unoccupied section of Germany except for commodities of no blockade value and in so far as relaxation was necessary to permit the revictualing of the German people. The War Trade Board enforced a strict prohibition against trade between the United States and Germany. Especially was this true of imports and only to a slightly lesser extent of exports.

Except for foodstuffs, relaxations of the prohibition of exports from the United States direct to Germany were of comparatively small importance and limited to relief purposes. The first relaxation of trade with the enemy was the authorization given January 2, 1919, to transmit to and receive from enemy territory communications and funds for relief purposes and personal communications in the nature of welfare messages and the like, subject to supervision by and in accordance with such rules and regulations as might be established by the Department of State. Later, authorization was given for the shipment of sums not exceeding \$500 to native-born American widows of German subjects residing in Germany when such shipments appeared necessary to relieve the consignees from hardship and need. This policy was subsequently extended to include all American-born women whose husbands were Germans or Austrians, and to authorize the transmission to these technical enemies in meritorious cases of sums necessary to maintain in reasonable health and comfort them and their children resident in an enemy or neutral country.

In February a special enemy trade license was authorized permitting the American Red Cross Commission proceeding to Germany for the relief of Russian prisoners of war to export to that country any quantity of any commodity. In June, on the recommendation of the Superior Blockade Council, authorization was given for the exportation of vaseline and sparadraps consigned to the International Red Cross in Germany in order to assist the German authorities in their efforts to prevent the spread of skin diseases.

Following the conclusion of the Brussels agreement, which provided for the relaxation of the blockade of Germany to the extent of allowing the importation of limited quantities of foodstuffs, the Board authorized the exportation of foodstuffs for the relief of Germany and communications and financial transactions necessary for such exportations. Shipments were at first limited to those approved by the American Relief Administration on behalf of the Food Section of the Supreme Economic Council as being within the amounts provided for in the Brussels Agreement. Later, when it became apparent that because of the lack of funds and the disorganized transportation system Germany would be unable to import even the amount permitted by the Brussels agreement, the Board authorized the free issue of export licenses for shipments of food to the unoccupied sections of Germany without regard to the quantities involved.

As regards the importation of goods of German origin, the only relaxation permitted prior to the presentation of the terms of peace to the German delegates at Versailles was in the case of goods which fell within the two following categories: (a) Goods fully paid for by United States citizens and stored in Holland or the Scandinavian countries prior to April 6, 1917, and (b) goods not fully paid for but stored in these countries prior to April 6, 1917, provided the unpaid balance of the purchase price were deposited in a bank in the country where the goods were stored to the credit of the interallied trade committee in that country.

It was the opinion of the Board that trade in commodities from both the occupied and unoccupied sections of Germany should be

established slowly and cautiously. The Brussels agreement provided, in order to enable Germany to pay for imports of foodstuffs, that exports might be made to any neutral or other approved destination of commodities except those on a small prohibited list. The Supreme Economic Council interpreted this paragraph to the effect that Germany should be permitted to export goods not on the prohibited list to all countries of the world, including the associated countries, subject to the right of any country to make municipal limitations as to imports from Germany.

As the trading with the enemy act had prohibited in positive terms the importation of goods of German origin except under special license, it devolved upon the War Trade Board to determine to what extent, in view of the Brussels Agreement, exceptions to the existing statutory prohibition against the importation of German goods should be made. The Board adopted as its policy, that as a general rule no exceptions to the policy declared by the trading with the enemy act should be allowed, and that commodities of German origin should be permitted to be imported only when it should be clearly demonstrated to the Board that the importation of such commodities would be of some particular benefit to the interests of the United States.

To enforce this policy effectively by preventing the reexportation of German goods into the United States from other countries which permitted their importation under the Brussels agreement, the Board excluded all commodities produced in Germany from the provisions of general import license PBF 37.¹ Furthermore, it specifically required individual import licenses and certificates of nonenemy origin for dyes and dyestuffs and potash from every source whatsoever, thus insuring a more effective control over the importation of these commodities than that contained in the blanket exception of commodities of German origin from the provisions of the general license.

A survey of the general situation to decide upon a list of commodities which it would be desirable to import in accordance with the general policy of the board as stated April 24 was undertaken.

On June 30, 1919, the list of commodities of German origin which were allowed to be imported because their importation would either not be detrimental to American industry or would be of some special benefit to the United States included the following:

Sugar-beet seed.	Paper goods.
Luminal, luminal sodium, and trional.	Bristle brushes.
Artificial silk straw.	Stoneware, earthenware (except porcelain).
Artificial flowers.	Cement.
Precious stones, semiprecious stones, and pearls.	Small tools (carpenters' and machinists' hand tools).
Linen.	Straight razors.
Steel comb pins.	Drawing instruments.
Scientific journals and books. ²	Leather and manufactures thereof.
Salvarsan and other drugs. ³	Apollinaris water.
Laces (cotton, fiber, silk, and linen).	Beads and spangles.
Grass and clover seed, alfalfa seed.	
Woodenware.	

¹ This was a general import license, effective April 29, 1919, applying to all commodities (except a few still controlled) coming from all countries except Germany, Luxemburg, Hungary, and those parts of Russia under Bolshevik control.

² Subject to approval by the Department of State.

³ Subject to the approval of the United States Public Health Service.

RELAXATION OF RESTRICTIONS IMPOSED FOR CONSERVATION OF TONNAGE.

Removal of Items on the Lists of Restricted Imports.

IMPROVED TONNAGE SITUATION.

In April, 1918, the War Trade Board initiated the program of limiting imports in order to conserve tonnage for the military needs of the United States. With the signing of the armistice the imposition of further import restrictions for this purpose ceased, and the Board adopted the policy of removing these restrictions as rapidly as the tonnage situation permitted. The tonnage situation was not immediately relieved with the cessation of hostilities, but by the middle of December, 1918, a material alleviation had become apparent. This is indicated by the fact that the Army had begun by this time to release tonnage to the Shipping Board. (See graph on p. 181.)

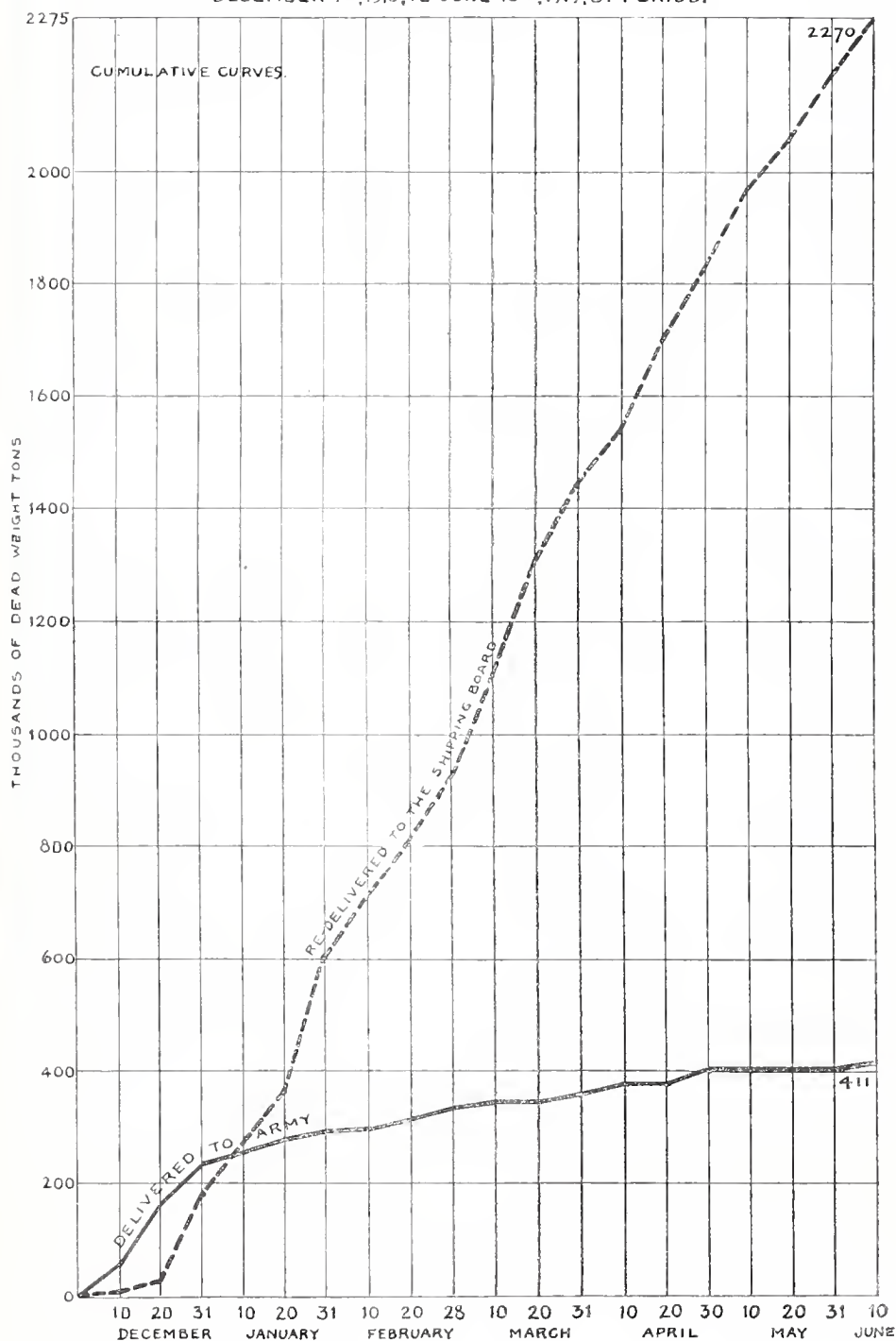
Tonnage released by the Army.—For the first three weeks in December the tonnage delivered to the Army by the Shipping Board was greater than that redelivered, but from December 21 the redeliveries were always in excess of the deliveries. This movement was so rapid that by January 10, 1919, as shown by the graph on page 181, the tonnage returned in the United States to the Shipping Board by the Army since December 1, 1918, exceeded the amount it had received during this period. This is evidence that the military demands for tonnage, which were the cause for the import restriction policy, had ceased to necessitate the continuation of this policy, and it then became incumbent upon the War Trade Board to relax the restrictions which were originally imposed because the Army required the tonnage.

Increased tonnage in the trades.—Figures furnished by the Division of Planning and Statistics of the Shipping Board showing the amount of steam tonnage of 500 gross tons and over (excluding tankers) trading with the United States indicate that there was a large increase in the amount of tonnage in the trades from December 1, 1918, to February 1, 1919. The figures are for thousands of gross tons.

Trade region.	On December 1.			On January 1.			On February 1.		
	Ameri- can con- trolled.	For- eign con- trolled.	Total.	Ameri- can con- trolled.	For- eign con- trolled.	Total.	Ameri- can con- trolled.	For- eign con- trolled.	Total.
Middle American...	389	70	459	487	63	550	633	60	693
South America:									
West.....	339	72	411	304	67	371	247	57	304
East.....	93	126	219	140	104	244	242	185	427
West and South Africa.....	4	64	68	5	47	52	7	85	92
Indian Ocean.....	43	304	347	57	262	319	35	295	330
East Asian.....	92	384	476	128	368	496	145	461	606
Australian.....	26	65	91	31	53	84	32	104	136
Total.....	986	1,085	2,071	1,152	964	2,116	1,341	1,247	2,588

The trade regions which are not included in this table are the North American and the European and Mediterranean. The import regulations of the Board had not in most cases prohibited the importation

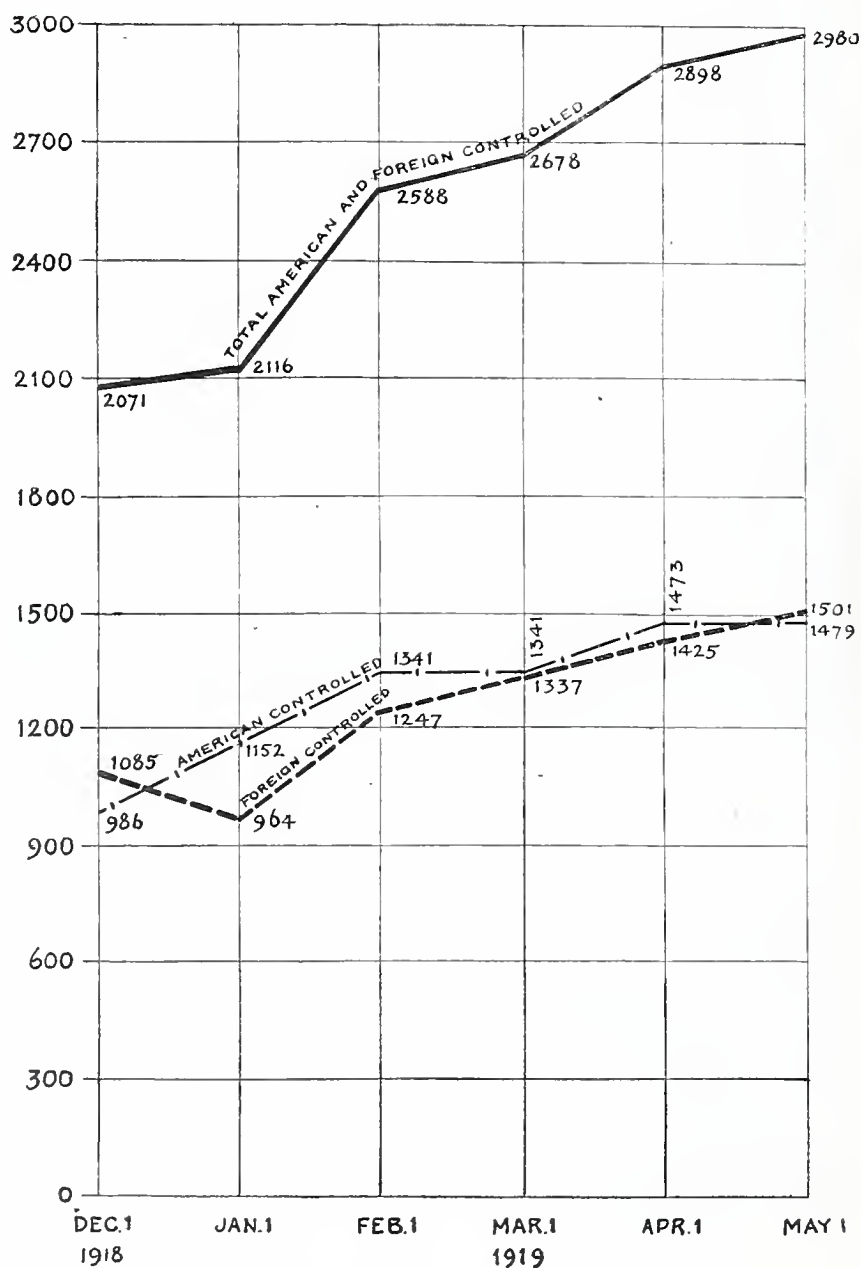
TONNAGE DELIVERED TO THE ARMY
AND RE-DELIVERED IN THE UNITED STATES TO THE SHIPPING BOARD.
DECEMBER 1ST, 1916, TO JUNE 10TH, 1919, BY PERIOD.



STEAM TONNAGE IN FOREIGN TRADE OF UNITED STATES

EXCLUDING NORTH AMERICAN, EUROPEAN AND NORTH AFRICAN TRADE.
VESSELS OF 500 GROSS TONS OR MORE, EXCLUDING TANKERS.

THOUSANDS OF GROSS TONS



of goods by rail or lake which originated in Canada, neither had they as a rule prohibited the importation of commodities originating in nonenemy European countries and the north African countries provided they were brought as return cargo and were loaded at convenient ports without delay. (See graph on p. 182.)

The figures show that during the two months of December and January the amount of tonnage in the trade regions named in the table increased from 2,071,000 to 2,588,000 gross tons. With the tonnage available for commerce increasing as rapidly as this, vessels would have been forced to return to the United States in ballast had the import restrictions been maintained.

RÉSUMÉ OF THE RELAXATION OF IMPORT RESTRICTIONS.

A study of the rulings of the War Trade Board relating to the removal of the restrictions upon imports shows a close relationship between the tonnage situation and the raising of restrictions. About 10 days after the armistice the Board began to modify its rulings to permit the importation of larger quantities of certain restricted commodities, such as crude rubber, cacao, and hides and skins.

Partial relaxation where tonnage was available.—The most striking example of this was in the case of the River Plate region. On December 4, 1918, the Board passed rulings permitting the importation of the following commodities:

Argols, wine lees, tartrate of lime, tartaric acid from South America-----	1,500 tons to March 31, 1919.
Bones from River Plate-----	2,500 tons per month.
Casein or lactarene from South America--	500 tons per month from Nov. 30, 1918, to June 30, 1919.
Flaxseed or linseed from River Plate----	20,000 tons prior to Jan. 1, 1919.
Meat tallow from River Plate-----	3,000 tons per month.
Tanning materials and tanning extracts, except quebracho wood-----	12,000 tons per month from Nov. 30, 1918, to June 30, 1919.
Quebracho wood from River Plate-----	6,000 tons per month from Nov. 30, 1918, to June 30, 1919.

Before these quantities had been imported in their entirety, all restrictions upon the importation of these commodities were removed.

Total removal of restrictions.—Not until December 9 were any of the items on the restricted lists released entirely, thus permitting unrestricted importation except from enemy territory. On that date the Board began the process of removing entirely the restrictions upon the importation of the commodities included in the list of restricted imports.

FIRST PERIOD—RESTRICTIONS REMOVED BECAUSE OF THE FAVORABLE TONNAGE SITUATION.

The process of lifting of the import restrictions may be divided into three periods. During the first period 90 per cent of the items on the restricted lists were removed. The period covered approximately one month and coincided with the time during which the Army began to return to the Shipping Board¹ many of the ves-

¹ See p. 180.

sels it had received and during which the amount of tonnage engaged in trade with the United States increased so perceptibly.¹ The policy of the War Trade Board at this time was to raise import restrictions as rapidly as possible unless there was some strong reason for allowing them to remain.

SECOND PERIOD—REMOVAL OF RESTRICTIONS DELAYED UNTIL CERTAIN QUESTIONS WERE SETTLED.

The import restrictions that were still maintained on January 13 covered commodities affected by considerations other than those affecting tonnage. There were commodities, for instance, whose production in the United States had been stimulated by the requests or assurances of various departments of the Government, such as the War Industries Board, the Food Administration, the Department of the Interior, and the Department of Agriculture, under circumstances that might be held to create a governmental obligation to save harmless those who had responded to such requests or relied on such assurances. In other cases the placing of restrictions upon imports had resulted in increased production in the United States under conditions of high cost. The canceling of contracts by the Government left industries in some cases with large stocks on hand upon which there was a certainty of large loss if the import restrictions were suddenly lifted. In considering these various situations the Board followed the principle that its function was not to maintain restrictions upon imports merely to protect these interests against foreign competition; but that its duty was nevertheless to study carefully each case presented and to remove with the least possible delay those restrictions the maintenance of which was not justified by the existence of some definite obligation of the Government to protect those who had acted in its behalf.

The careful investigation of these cases took time. The import restrictions raised during the second period, January 15 to 20, represented the final decision of the board that the further maintenance of these restrictions did not fall within its sphere of action. The following are the commodities on which the import restrictions were removed during this period.

Chrome ore.	Manganese ore.	Cream separators. ²
Copper ore and copper concentrates.	Monazite sand.	Egyptian cotton.
Graphite.	Pyrites.	Graphite crucibles.
Iron ore.	Wolfram from Portugal.	Manufactures of wool.
	Casein.	

* THIRD PERIOD—RESTRICTIONS NOT REMOVED UNTIL MORE THAN THREE MONTHS AFTER THE SIGNING OF THE ARMISTICE.

The commodities whose importation continued to be restricted until the third period, which began more than three months after the signing of the armistice, were, as a rule, allowed to remain on the restricted list by the War Trade Board because of the existence of some legal

¹ See p. 180.

² The retention of this item upon the restricted list was an oversight. The original restriction provided that "types which are not permitted to be manufactured in the United States" should not be licensed for importation into this country. Inasmuch as the War Industries Board had previous to January 1, 1919, removed the restriction against the manufacture of certain types of cream separators, the import restriction should automatically have ceased to apply.

obligation on the part of the Government to prevent loss on the part of those who had acted in its behalf. The discussion of this part of the Board's policy is found on pages 193-195, under the heading "The fulfillment of definite obligations."

EFFECT UPON IMPORTS OF THE REMOVAL OF IMPORT RESTRICTIONS.

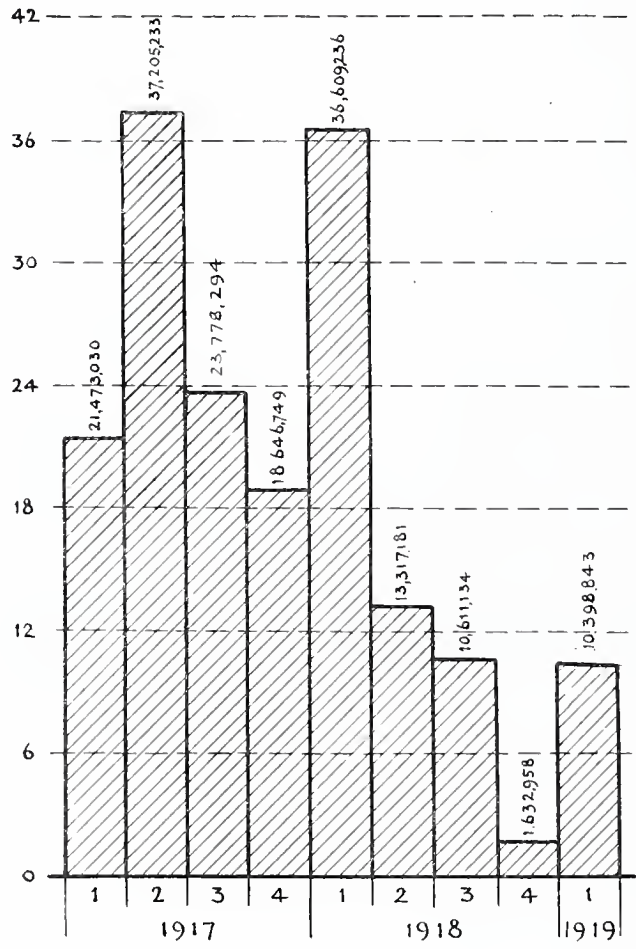
The removal of the restrictions failed in many instances to show any immediate result in increased imports. There are many factors entering into the explanation of this fact. In some cases the restrictions had not caused a material reduction in the amount of imports: in other cases all the additional tonnage space available was absorbed by a few commodities, leaving no room for other articles; in still other cases because of the length of the haul involved no immediate change was effected by the removal of the restrictions; the time of year was another factor entering into the situation and affecting certain seasonal commodities. No attempt is made here to enumerate all of the factors which influenced the movement of imports into the country as restrictions were removed, but merely to indicate that there were numerous reasons why the lifting of the barrier on imports failed to show immediate results in increased imports. That there was a tendency for imports to increase with the raising of the restrictions needs no proof, and in some instances these increases were very marked. As examples of such increases, tapioca, licorice root, and crude rubber have been selected. (See graphs on pp. 186, 187, 189.)

Tapioca.—Tapioca was a restricted commodity under item 8¹ of the first list of restricted imports, which went into effect April 15, 1918. Under this restriction no licenses were to be issued for the importation of any tapioca shipped after April 14, 1918, except originating in, and by rail from, Canada or Mexico. This was practically a total embargo except for shipments made prior to April 15. On May 16 an exception was made, permitting the importation of 2,300 long tons, or 5,152,000 pounds, to be used in the manufacture of powder for the Army. Restriction upon tapioca imports was raised December 20, 1918. The graph shows the effect of the restriction and of its subsequent removal. The imports for the last three months of 1918 were only 1,632,958 pounds, whereas for the first quarter of 1919, the period immediately following the removal of the restriction, the imports increased to 10,398,843 pounds, or sixfold.

Licorice root.—Licorice root was included in the second list of restricted imports, which went into effect May 14, 1918. Its importation was prohibited except from Canada and Mexico by overland or lake, and from Europe as return cargo. Utilized in the manufacture of medicinal licorice, by far the larger portion of the quantity imported is used as a binder for plug chewing and plug cut smoking tobacco. The effect of the restriction had been to cause the American tobacco manufacturers to reduce the licorice content of the binder from 100 per cent to 20 per cent. This produced a binder whose preservative qualities were very unsatisfactory. It is not surprising, therefore, to find that a large increase in the imports of licorice root followed the removal of the restriction on December 19, 1918. A study of the graph shows that the imports for the first four months of

¹ This item was "Breadstuffs, except wheat and wheat flour."

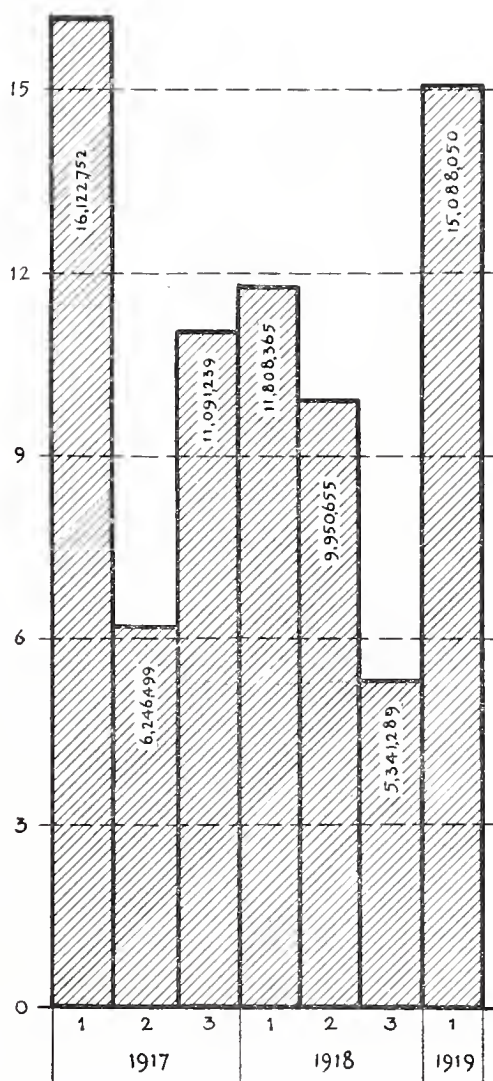
U.S. IMPORTS OF
TAPIOCA
FROM ALL COUNTRIES
BY QUARTERS, FROM JANUARY 1, 1917, TO MARCH 31, 1919.
MILLIONS OF POUNDS.



U.S. IMPORTS OF LICORICE ROOT
FROM ALL COUNTRIES

BY FOUR MONTHS PERIODS FROM JANUARY 1, 1917 TO MAY 1, 1919.

MILLIONS OF POUNDS



1919 were almost as large as the imports for the last eight months of 1918.

Crude rubber.—Import restrictions upon crude rubber were first put into effect on May 9, 1918. The regulations permitted the importation of only 25,000 tons between May 6 and July 31. In August provision was made for permitting the importation of 16,666 tons from overseas during the months of August and September, and on September 28 the overseas shipment of rubber for the rest of the year was set at 25,000 tons, which was later increased to 32,500 tons. Later rulings permitted slightly more than the 74,166 tons thus accounted for to be imported, but the supply available for rubber manufacturers was considerably reduced. As long as the War Industries Board maintained restrictions upon the consumption of rubber, the reduced supplies of rubber were sufficient, but, with the relaxation of the restrictions upon the manufacture of rubber commodities, the demand for rubber greatly increased. This is clearly shown by the graph. The restrictions upon the importation of crude rubber were entirely removed on December 14, 1918. Rubber imports during the first four months of 1919 exceeded those during the last four months of 1918—the period during which the full effect of the restriction upon imports was operative—by over 52,000 long tons, or 181 per cent.

Relaxation of Bunker and Other Regulations.

Voyages in the war zone.—One of the first steps taken by the War Trade Board after the cessation of hostilities was to rescind the regulation which prohibited the granting of bunker licenses to sailing vessels and auxiliary motor vessels for voyages into the submarine zone. The need of protecting tonnage from attack by submarine had passed, but dangers from mines still remained. Accordingly, the Board announced on November 21, 1918, a modification of the danger zone so that it included only the waters north of the southern limits of the Bay of Biscay. This opened up to sailing vessels and auxiliary motor vessels the Mediterranean Sea and all ports south of the Bay of Biscay.

On December 11, 1918, the situation was such that the Board announced that it would consider applications for bunker licenses for vessels of this type proceeding from ports of the United States or its possessions to all ports of the world. It reserved the right, however, to require masters of sailing vessels and auxiliary schooners to bind themselves to follow certain defined courses, and, in certain localities, to proceed only in tow.

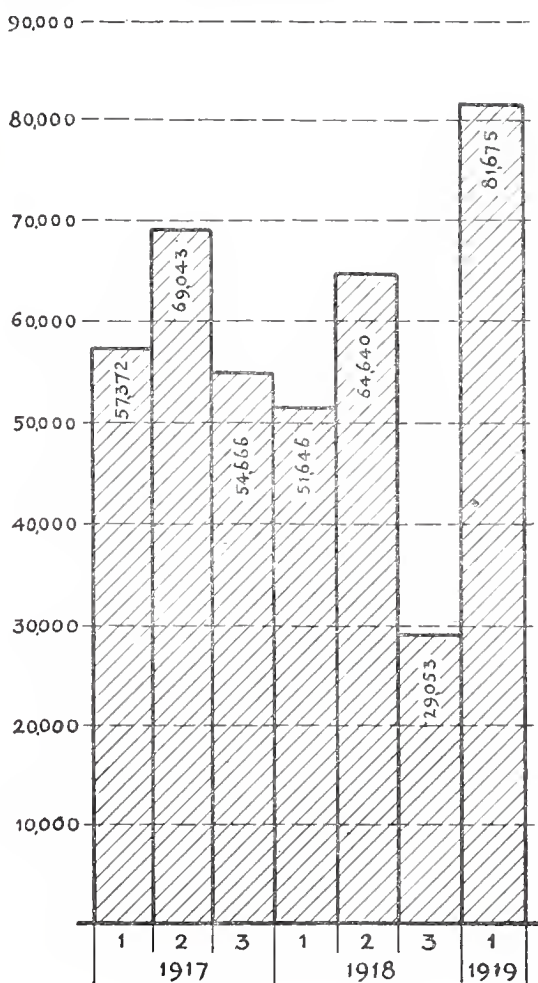
The next modification was made on January 22, 1919. No restrictions were thereafter placed upon the route a vessel should take, except that vessels proceeding to French, Bay of Biscay, or Channel ports were required to obtain instructions from the district supervisor of Naval Overseas Transportation Service or collectors of customs. On February 28, 1919, the Board announced that vessels obtaining bunker licenses for voyages through the Mediterranean, the Bay of Biscay, the English Channel, and the North Sea, as well as to ports of the United Kingdom and France, should obtain routing orders and latest information with respect to the location of mines and other dangers to navigation from the sources enu-

U.S. IMPORTS OF CRUDE RUBBER

FROM ALL COUNTRIES.

BY FOUR MONTHS PERIODS, FROM JANUARY 1, 1918, TO APRIL 30, 1919.

LONG TONS



merated above or from the branch hydrographic offices. For practical purposes this entirely removed any restrictions as to a "war zone." Nevertheless the Board continued until March 21 to furnish information regarding the location of mines and advice as to courses. At that time the Board announced that it would cease to perform this service, but that, as dangers still existed, shipping men were urged to avail themselves of the services of the Hydrographic Office of the Navy Department.

Waiver of guaranty to return.—Although the tonnage situation did become more favorable by the middle of December, 1918, the War Trade Board did not, until May 1, 1919, discontinue entirely the rule which required applicants for bunker licenses to give the guaranty to return, discussed on page 122. However, shortly after the armistice, the Board began to consider individual cases and to release licensees from their agreements to return when the circumstances warranted such action. Thus there were a number of American and neutral sailing vessels which were stranded at foreign ports, unable to obtain cargoes with which to return to the United States, because import restrictions had not yet been raised and the cessation of hostilities had caused a cessation in the demand for war materials. The War Trade Board accordingly released these vessels from their obligation to return directly to the United States and permitted them to trade wherever the opportunity arose, provided they would agree to return to the United States upon the completion of this intermediate voyage. On December 13 the Board, pending the final conclusion of the shipping agreement between Holland and the Associated Governments, authorized the granting of bunker licenses to Dutch vessels without requiring a guaranty of return. On January 9, 1919, the Board gave instructions that no guaranty to return to the United States should be required from Swedish vessels carrying iron ore from Sweden to this country and loading here with coal for Sweden. Norwegian vessels were released from the Norwegian sailing-ship agreement in February, 1919, and the guaranty to return was also waived with respect to them, the only restriction still retained being that they should comply with the blockade regulations and refrain from engaging in trade with or in the interest of Germany or her allies. There were also several cases of individual vessels which came before the Board for action, in which decision was made to waive the guaranty to return to this country on condition that the owners agreed that the vessels would be returned to the United States if the War Trade Board so requested. Thus, it was the policy of the Board to release vessels from the agreement to return whenever the situation seemed to call for such action, and yet the guaranty was not dispensed with until May 1, 1919. The reason for retaining this provision for so long a period after the signing of the armistice was the precautionary one of retaining sufficient tonnage within the control of the United States to meet any emergency should military conditions in Europe suddenly change.

Ocean shipping preferences.—The system of priority shipments for exports to the east coast of South America, called into existence by the shortage of tonnage in this region and announced on November 11,

1918,¹ to become effective one week later, aimed (1) to insure speedy delivery to the countries on the eastern coast of South America of commodities essential to the production in those countries of materials urgently needed by the United States and the countries associated with it in the prosecution of the war, and (2) to supply, in so far as the available tonnage permitted, those articles necessary for the vital economic needs of those countries. The signing of the armistice so changed the situation that the original plan was never put into effect. A new scheme was devised, which became effective December 8, 1918, and aimed to give priority to old business over new business. Accordingly, priority was given to shipments covered by export licenses dated prior to November 12 over those covered by licenses dated from November 12 to December 7, and the latter were in turn given priority over shipments covered by licenses dated after December 7, 1918. The highest priority was given to shipments for which the Board considered expedition to be of the utmost importance. In this plan no priority rating was given to cement and lumber, as these were so heavy and bulky. However, the tonnage situation was sufficiently relieved by January 13, 1919, for the Board to announce that priority for the shipment of cement and lumber would be given as for all other commodities, except that not more than 500 tons of each would be given shipping preference in the cargo of any one ship. If, however, there was insufficient cargo of other commodities to load a given ship, then more than 500 tons of either cement or lumber might be shipped. The need for maintaining a system of shipping preferences disappeared with the increase of tonnage in this region, which occurred after January 1, 1919. On December 1, 1918, just a week before the system became effective, the total tonnage engaged in trade between the United States and the east coast of South America was 219,000 gross tons, and by January 1, 1919, it had increased only 25,000 gross tons. However, on February 1 the tonnage engaged in this trade amounted to 427,000 gross tons, practically double what it was when the system of shipping preference became operative, and by March 1 this figure had increased to 526,000 gross tons. The situation was such that on February 15, 1919, the Board announced that, as it appeared that there would be sufficient tonnage to carry all the cargo which would in the immediate future be presented for shipment, the system of ocean shipping preference was abolished.

The extension of the use of the time license.—When the tonnage situation ceased to be a controlling factor in the policy of the Board, the necessity for requiring a separate bunker license for each voyage no longer existed with respect to certain classes of vessels. The fact that the blockade against the Central Powers was still retained, however, prevented a complete relaxation of bunker control. The method adopted for thus retaining control over shipping without insisting upon individual licenses for every trip was to issue "time licenses." Such licenses had been issued for specified periods of time since April, 1918, but their use had been confined to ferryboats, fishing boats,

¹ See pp. 136-137.

and freight and passenger boats making more or less regular trips between ports of the United States and ports of adjacent countries. The majority of these licenses issued during 1918 were granted to vessels operating between Puget Sound and British Columbia and Alaskan ports, vessels operating in the Great Lakes, and vessels engaged in the oil trade between United States Gulf ports and Mexican ports. On February 11, 1919, the War Trade Board extended to a considerable degree the use of the "time license." From this date such licenses might also be issued to:

- (1) All vessels owned by the United States Shipping Board,
- (2) All vessels under allied flags,
- (3) All American vessels not owned by the United States Shipping Board except vessels engaged exclusively in the transportation of mineral oil, and
- (4) All neutral vessels operating under time charter approved by the United States Shipping Board,

operating regularly in any line service or regular routes, provided ports of Germany or her allies, or ports of the northern neutrals, including Iceland and the Faroe Islands or Finland, were not included. In case of vessels operating under time charter, the scope and life of the license were determined entirely by the trading and time limits prescribed in the charter party. In all other cases the time license might be made valid until recalled, provided the vessel continued to operate within the trading limits originally applied for. If a vessel wished to change these trading limits it was necessary to obtain the approval of the Board.

In the case of allied vessels and American vessels owned by the United States Shipping Board, this approval could be granted by the agents of the Board or by the collectors of customs without reference to Washington. During the life of a time license, the license served as authority to take on any amount of bunker fuel or ships' stores that was desired. Time licenses for vessels under the flags of the Allies and for vessels owned by the United States Shipping Board might be issued by agents of the Board or by the collectors of customs without reference to Washington. On February 20, 1919, the agents and collectors were authorized to issue time licenses for a period of three months, or if the vessel was under time charter for the duration of the charter, to all American vessels engaged exclusively in transporting oil on more or less regular routes between ports of the United States and all other ports of the world except those of Finland, Germany, and her allies, and the northern neutrals, including Iceland and the Faroe Islands. The reason for making the exceptions noted above was the necessity of maintaining the blockade upon Germany. The fact that time licenses could be secured and that such licenses were of advantage to them did not seem to be fully recognized by the owners and time charterers of vessels, judging from the applications which continued to be made for trip licenses. Consequently instructions were sent to the agents and collectors of customs that, beginning April 10, 1919, no more trip licenses were to be issued for the vessels enumerated in the instructions of February 20 and in the first two classes enumerated in the instructions of February 11, as stated above. Time licenses valid until revoked were to be issued by

them for these vessels, trading limits in such licenses to read as follows: "Trading world-wide except to Germany and Soviet Russia." It will be noted that the restrictions against Finland and the northern neutrals were removed by these instructions. Applications for trip or time licenses for American vessels not owned by the United States Shipping Board and for neutral vessels were still referred to Washington. On May 1 the time license as thus developed was still further extended to include all vessels of all flags. This accomplished the total abolition of the trip license except for vessels desiring to proceed to Germany or Soviet Russia. For such voyages a special permit or license was required.

THE FULFILLMENT OF DEFINITE OBLIGATIONS.

Statement of the Problem.

The sudden collapse of the Central Powers in November, 1918, resulting in the armistice, gave rise to many serious problems in regard to the position the War Trade Board should take concerning price control. In order to assure sufficient food supplies for the United States and the Allies, the Food Administration and the Department of Agriculture had actively encouraged increased production of certain food supplies; the Bureau of Mines, the Geological Survey, and the War Industries Board did all in their power to stimulate increased production of certain ores and metals essential for the war program; high prices, due in part to the heavy demands of the Government, or to the difficulty of obtaining the given goods from abroad, which in turn was partly the result of the restrictions of the War Trade Board, stimulated the investment of capital in the production or purchase of these goods; in other cases the Government or its agents entered into contracts for the purchase of considerable quantities of essential commodities for which war prices were paid. With the signing of the armistice, the heavy demand of the Government for supplies was greatly diminished, and as the amount of shipping in commerce increased and the producers of the world began to compete for the world's markets, there was a tendency for prices to fall. Should the War Trade Board use its power to regulate trade and maintain restrictions or even make new restrictions for the purpose of preventing the losses which would result if prices should decline?

General Policy of the War Trade Board as Regards this Problem.

The general policy followed by the Board was to impose no restrictions upon commodities theretofore unrestricted, and to maintain restrictions only when the Board was informed by a competent governmental department that the Government was under a definite obligation to protect from loss those who had acted in its behalf.

Imports Still Restricted or Controlled Three Months After the Armistice

On February 11, 1919, the importation of the items listed below was either restricted or controlled. The date on which the restriction or control was removed is given after each item.

1. Breadstuffs, except wheat, wheat flour, and rice ¹ -----	Feb. 13, 1919.
2. Feathers-----	Feb. 25, 1919.
3. Peanuts-----	Mar. 11, 1919.
4. Rice-----	Mar. 17, 1919.
5. Ferromanganese and spiegeleisen-----	Apr. 1, 1919.
6. Emery-----	May 13, 1919.
7. Bananas and plantains-----	Mar. 3, 1919.
8. Salvarsan, neosalvarsan, arsphenamine, and their equivalents-----	Still in effect June 30, 1919.
9. Sugar-----	Do.
10. Wheat and wheat flour-----	July 1, 1919.
11. Nitrate of soda-----	Do.
12. Pig tin-----	Aug. 1, 1919.
13. Metal alloys containing more than 20% of tin—importation prohibited Feb. 3, 1919-----	Do.
14. Tin ore and tin concentrates—importation prohibited Mar. 8, 1919-----	July 1, 1919.

The control over the importation of bananas and plantains was imposed on July 24, 1918. No licenses were issued for the importation of these articles except on condition that the fruit should be shipped on a vessel approved for that purpose by the Caribbean Committee of the United States Shipping Board. The original purpose of this control was to release for the use of the Army the refrigerator ships in the service of the United Fruit Co. This purpose attained, the control was maintained for a longer period to enable the Caribbean Committee to maintain a proper passenger service for the West Indies, Central America, and Colombia. On March 3, 1919, the War Department delivered to the Caribbean Committee a steamship to be used in this service, and this removed the necessity for maintaining longer the control over the importation of bananas and plantains.

On November 23, 1918, the War Trade Board put into effect the regulation that no licenses for the importation of salvarsan or its equivalents were to be issued except upon the recommendation of the Federal Trade Commission. The control was so placed because these drugs, originally controlled by the Germans through patent rights, were being produced by four concerns to which the Federal Trade Commission had sold the patent rights. The latter approved or disapproved the importation of these drugs in accordance with the requirements of the United States Public Health Service. The chief reason for maintaining this control was that it furnished the machinery whereby the proper testing of these dangerous drugs might be assured. Beginning with June 16, 1919, the right to pass upon applications for the importation of these drugs was transferred from the Federal Trade Commission to the Public Health Service.

The remaining restrictions enumerated above were maintained.

(1) For the purpose of preventing severe losses to those to whom the Government owed a definite obligation and who were left at the close of hostilities with large stocks acquired at high cost either a

¹ Tapioca and sago were removed Dec. 20, 1918.

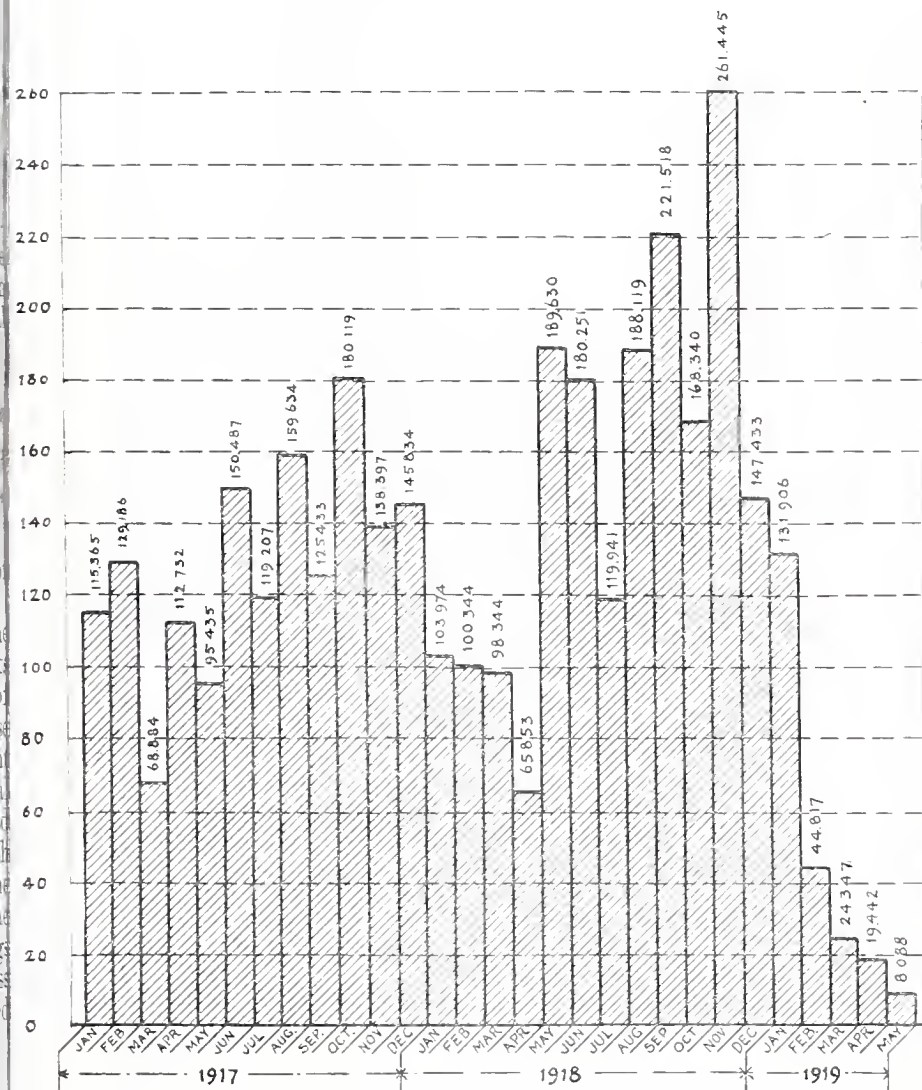
request or upon the assurance of the Government that they would be protected from loss; or

(2) Pending an investigation by the Board as to whether such definite governmental obligation did in fact exist.

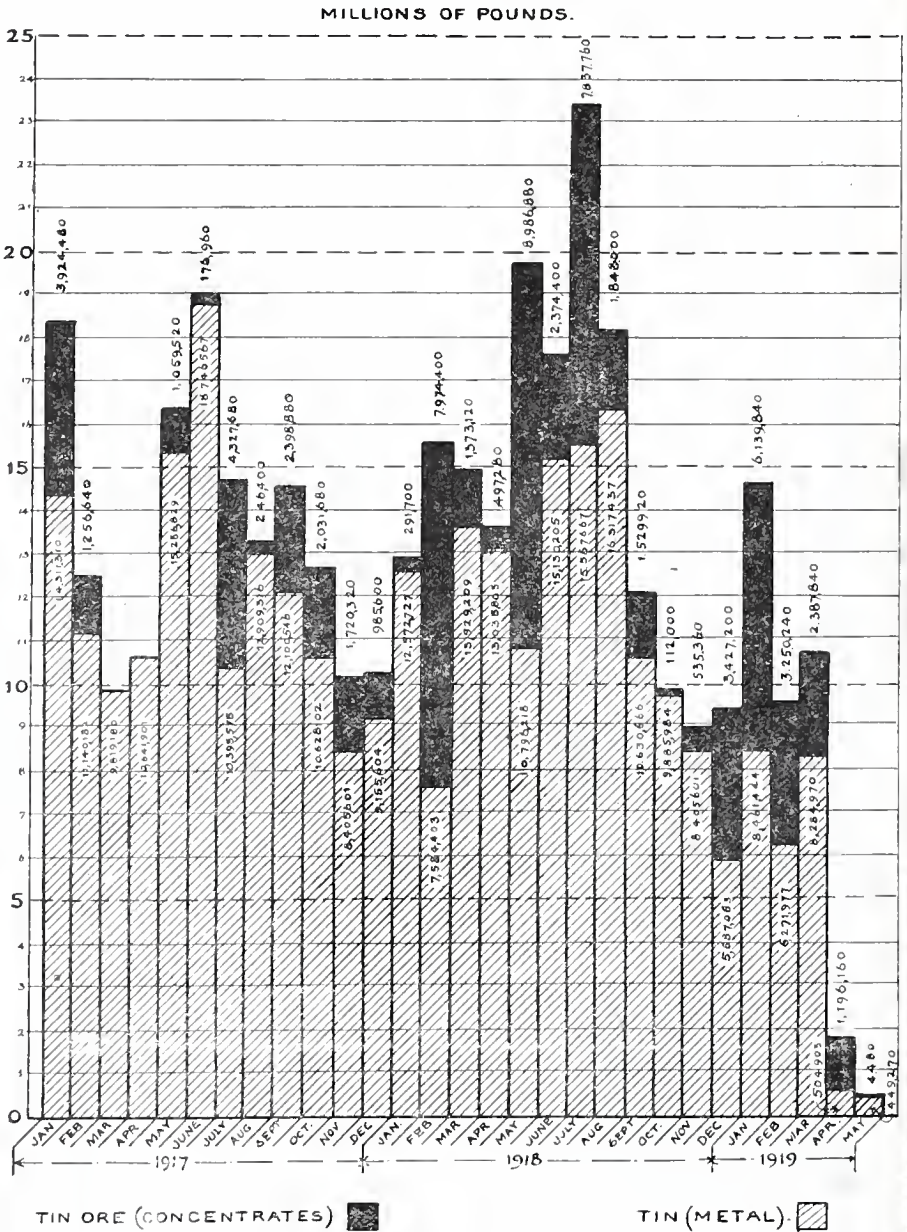
U.S. IMPORTS OF
NITRATE OF SODA
FROM ALL COUNTRIES.

BY MONTHS, FROM JANUARY 1, 1917, TO MAY 31, 1919.

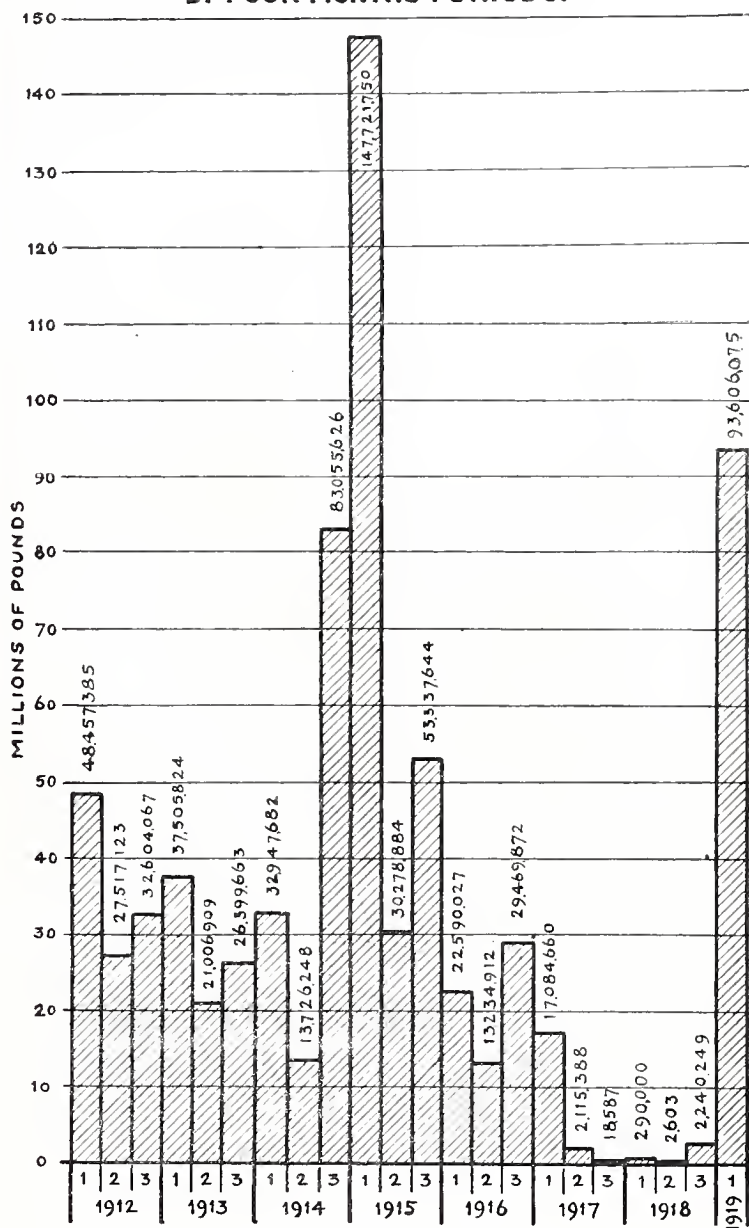
THOUSANDS OF LONG TONS



**U.S. IMPORTS OF
TIN AND TIN CONCENTRATES
FROM ALL COUNTRIES
BY MONTHS FROM JANUARY 1, 1917, TO MAY 31, 1919.**



**U.S. EXPORTS OF PORK AND PORK PRODUCTS
TO
NORWAY, SWEDEN, DENMARK AND HOLLAND,
FROM JANUARY 1, 1912 TO APRIL 30, 1919,
BY FOUR MONTHS PERIODS.**



TRANSFER OF BOARD ORGANIZATION TO THE DEPARTMENT OF STATE.

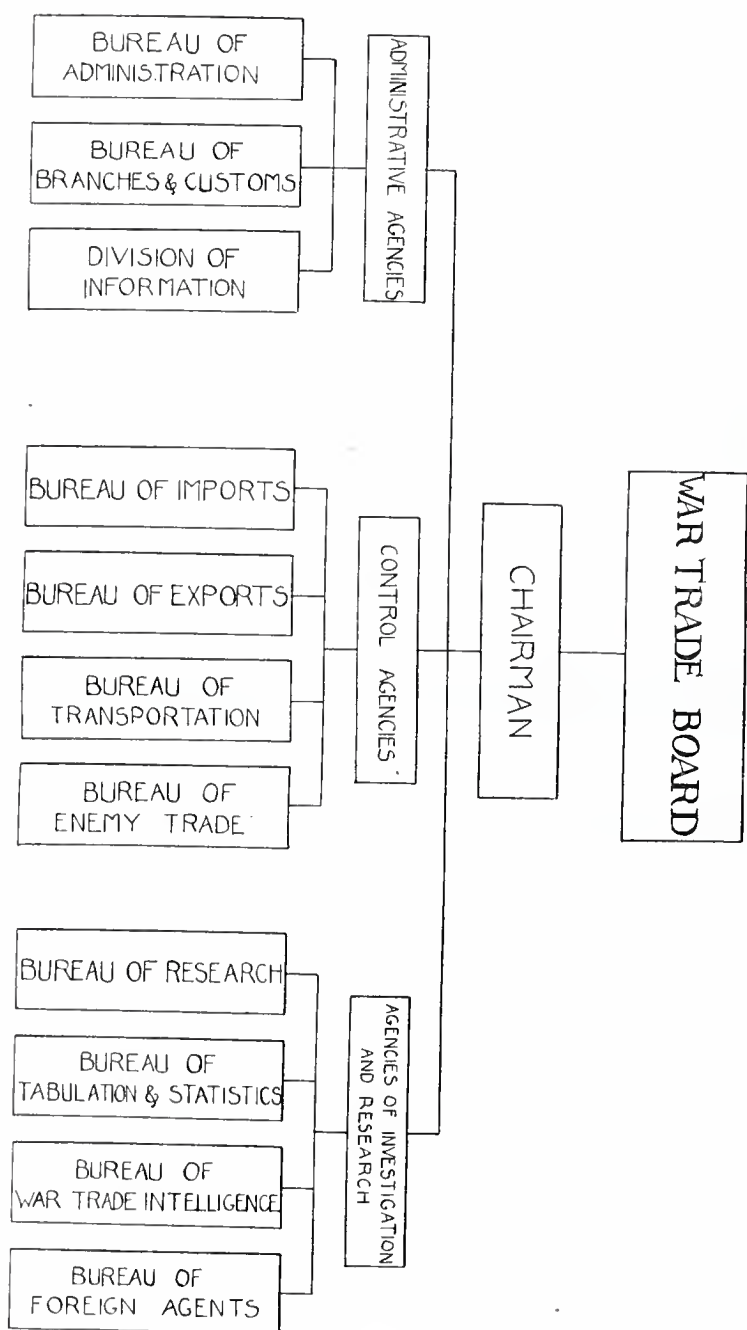
By June 30, 1919, the end of the fiscal year, the war-time control of trade exercised by the War Trade Board had been relaxed to such an extent that it was no longer necessary to maintain the organization of the Board as a separate agency of the Government. On this date the few remaining restrictions on trade were being maintained for the purpose of enforcing the continued blockade of Germany, Hungary, and Soviet Russia, and also for the purpose of exercising a certain amount of control over the importation or exportation of a small number of commodities.

To continue these limited activities of the Board and to complete certain miscellaneous work connected with the liquidation of its affairs, and in accordance with Executive orders¹ signed by the President on March 3, 1919, and May 12, 1919, respectively, the War Trade Board, on June 30, 1919, was merged into the Department of State and its personnel and functions transferred to that department. By direction of the Secretary of State the organization thus transferred was established as the War Trade Board Section of the Department of State.

¹ See Appendix, Exhibit I, Sections X and XI.

PART V.

THE ORGANIZATION OF THE WAR TRADE BOARD.



I. THE EXECUTIVE OFFICE.

WORK OF THE MEMBERS OF THE BOARD.

Pursuant to the Executive order of October 12, 1917, by which the War Trade Board was established, the membership of the Board comprised representatives of the Secretary of State, of the Secretary of the Treasury, of the Secretary of Agriculture, of the Secretary of Commerce, of the Food Administration, and of the United States Shipping Board. Except for the Secretary of the Treasury, the same governmental officials were represented on the Exports Administrative Board, the organization which preceded the War Trade Board.

These men, under the instructions of the President and in accordance with the general lines of policy laid down by him for the conduct of the war, were responsible for formulating specific policies with reference to war trade and for their execution in such way as to contribute to the successful outcome of the war against the Central Powers. The preceding pages offer a measure of the results obtained.

In the execution of this stupendous program success depended upon the division of function. The magnitude of the problem was beyond any single personality, and the final result was due in large part to the faithful work of the organization developed.

The Board members devoted their efforts to the formulation of the larger lines of policy. The administration of this policy was left to the several units of the organization. The nature of the problem required that in addition to the usual administrative bodies necessary to the smooth working of any functioning agency of large size, this particular war board needed agencies for the assembling, analysis, and interpretation of facts upon which to base sound policy; and it further needed agencies to exercise the control over foreign trade which justified the formation of the War Trade Board.

The following bureaus were organized to exercise these three classes of functions:

- I. Administrative agencies:
 - 1. Bureau of Administration.
 - 2. Division of Information.
 - 3. Bureau of Branches and Customs.
- II. Agencies of investigation and research:
 - 1. Bureau of Research and Statistics.
 - 2. Bureau of War Trade Intelligence.
 - 3. Bureau of Foreign Agents.
- III. Agencies of control:
 - 1. Bureau of Exports.
 - 2. Bureau of Imports.
 - 3. Bureau of Transportation.
 - 4. Bureau of Enemy Trade.

With the bureaus thus established to carry on the daily routine of control over foreign trade, the members of the Board were free to coordinate its policies with those of other Government bodies in

Washington and of the Allied Governments associated with the United States in the war. This work carried certain members of the Board abroad at times and they played an important part in negotiations with the Allies and with neutral Governments.

To maintain a close contact between the bureaus and the Board, some of the bureau directors from time to time attended meetings of the Board. Further contact of a supervisory character over the immediate licensing policy of the bureaus was effected through the organization of a Board committee for this purpose.

THE CONTRABAND COMMITTEE.

The issuance of the Proclamations of February 14, 1918, increased the work of the War Trade Board to such an extent that it was deemed desirable, early in 1918, to form a new Committee to assist in the formulation of the rules and regulations of the War Trade Board: to handle special cases which were constantly arising; and to audit the work of the various Bureaus, which were growing rapidly in size. On February 12, 1918, the Board appointed the Contraband Committee, consisting of Mr. C. A. Richards, Chairman; Mr. P. C. Anderson, Mr. W. K. Macy, Mr. R. A. Strong, and Mr. C. J. McCarty. On Mr. McCarty's resignation, Mr. J. W. McCrosky was appointed in his place, and Mr. E. K. Morse was later added to the Committee. The work of the Contraband Committee consisted of:

(1) Formulation, for the consideration and approval of the War Trade Board, of rules and regulations governing the issuance of licenses.

In order to appreciate fully the necessity for this work by the Contraband Committee, it should be borne in mind that the personnel of the War Trade Board had grown during the preceding six or seven months from a comparatively few men to several thousand; and, in consequence of the constantly enlarging activities of the Board, it became necessary for some one subsidiary committee constantly to watch and analyze regulations which were being proposed from time to time, so that when these reached the Board they might have the benefit of the committee's opinion as to their practicability, necessity, and noninterference with other regulations. Some of the regulations which were proposed had to do with the various commodities the exportation of which was to be permitted under certain conditions. These regulations were necessary to insure that all applicants should receive equal treatment; and, furthermore, without distinct rulings under which licenses were to be granted, it would be impossible to audit the issuance of licenses. It will be seen from the following summary of the work of the Committee that there were three kinds of rulings handled by them—"commodity," "country," and "procedure" rulings. The last-mentioned rulings related to methods of applying for and granting licenses, regardless of country or commodity rulings, and to the internal procedure to be used in the offices of the War Trade Board.

(2) Disposition of special cases which were not covered by the existing rules and regulations, or which necessitated an exception to the rules and regulations.

As it was impossible to draw any rulings capable of being audited which would be sufficiently elastic to permit of exceptions being made,

and as it was deemed unwise to permit exceptions to be made by individuals, the War Trade Board adopted the principle of having its regulations drawn up in definite shape; and then if any Trade Adviser or other official of the Board received an application which had some special merit to it, and which, in his opinion, warranted special treatment and possibly the granting of a license contrary to the general rules, this case was brought to the attention of the Contraband Committee, who, after receiving all the evidence and recommendations, would decide whether or not the license should be granted. The War Trade Board authorized the auditors to pass licenses issued as exceptions to the rules when the applications had the approval of the Contraband Committee, as shown by special resolution. It will be seen from the following that, while the Committee was operating, 1,162 special cases were brought to their attention, of which there were 1,111, or practically 95 per cent, in which they approved the issuance of a license. There were 51, or about 5 per cent, where the applications were refused. In certain instances the application was sent to the Contraband Committee by the appropriate officials with the recommendation that it should be refused, although the official concerned felt that there was sufficient merit in the application to have the Contraband Committee pass upon it before a definite refusal was made.

(3) The auditing of all export and import licenses.

In order that there might be no question as to the strict adherence to the regulations in the issuance of licenses, the War Trade Board directed the Contraband Committee, as fast as the regulations were drawn, to arrange for the auditing of licenses before the licenses were actually granted. This meant that the application had to receive the appropriate approvals of the various officials through whose hands it passed, and then the application was sent, with the license ready for issuance, to the auditors, who acted as "checkers" of the work of the Bureau of Exports, as well as of the decisions of the Trade Advisers, etc. In order that the auditing might be absolutely fair and impartial, the War Trade Board made a contract with a well-known firm of public accountants to do the work, quite independently of any official in the employ of the War Trade Board. The maximum number of auditors employed (at the time the Contraband Committee was disbanded on Sept. 30, 1918) was 22. From a small start, the auditors handled an increasing number of applications, as the rulings were made by the Contraband Committee, until at the time the Committee disbanded they were handling on an average of 6,500 daily.

(4) The consideration of all evasions or attempts to evade the rules and regulations of the War Trade Board or the Espionage Act or the Trading with the Enemy Act in so far as they related to export and import licenses, and the adoption of appropriate measures in cases where it was satisfactorily proven that there had been an evasion or attempt to evade the rules and regulations, and the recommendation, through the proper channels, to the Department of Justice for prosecution of the cases of evasions or attempts to evade the Espionage Act or the Trading with the Enemy Act.

Inasmuch as the possession of an export license, especially for some commodity which was being strictly conserved and destined for some market which very much needed the product, meant the

possibility of a handsome profit to the holder of the license, there was always the temptation existing for the exporter to make some statement in his application which was not justified by the facts. To the credit of the American exporter, it may be said that there were very few attempts at misrepresentation in applications, or attempts to evade the published rules and regulations of the War Trade Board. Occasionally some applicant would misdescribe the goods or misstate the use for which the goods were intended abroad. In order that cases of this character might be treated with absolute fairness, and to make it impossible for any one person to penalize an exporter who had unwittingly made an incorrect statement or mistake in his application, and at the same time to enable the fullest investigation to be made of cases where it was apparent that deliberate attempts were being made to evade the law, the War Trade Board authorized the Contraband Committee to investigate these cases, which had been handled hitherto by numerous individuals. These matters were, therefore, handled with due regard to proper legal evidence and procedure.

Following is a brief summary of the work of the Contraband Committee:

Commodity rulings approved by the War Trade Board.....	122
Commodity rulings rejected by the War Trade Board.....	3
Country rulings approved by the War Trade Board.....	28
Country rulings rejected by the War Trade Board.....	
Procedure rulings approved by the War Trade Board.....	32
Procedure rulings rejected by the War Trade Board.....	
Special cases—total number of resolutions.....	1,162
Resolutions approving issuance of licenses.....	1,111
Resolutions refusing issuance of licenses.....	51

THE RUSSIAN BUREAU.

The desirability of rendering economic aid to Russia and Siberia, both from a humanitarian and strategic standpoint, led the chairman of the Board to submit a memorandum to President Wilson on October 1, 1918, recommending the appropriation of \$5,000,000 to be used as a revolving fund for the purchase and shipment of supplies vitally needed by the Russians located in the regions where the Czecho-Slovak forces were operating. There was great need for clothing, shoes, foodstuffs, machinery, hardware, and household utensils. The President's approval of this plan having been received, a corporation was organized under the laws of the State of Connecticut, known as the "War Trade Board of the United States Russian Bureau, Incorporated." The officers of the corporation were all members or employees of the War Trade Board.

The Russian Bureau at once made arrangements with the War Department for the release of five ships on the Pacific coast for the transportation of materials to Siberia. The cargoes of these vessels included military supplies for the Czecho-Slovak forces, railway material for the Trans-Siberian Railway, shoes and other clothing for the Russian population, some miscellaneous cargo, and supplies for the Red Cross.

Among other things, the Russian Bureau procured and transported to Siberia samples of a wide range of commodities of American manufacture with the understanding that it would undertake to re-

ceive and transmit orders against these samples and assist American exporters and manufacturers to distribute their goods in that country. The signing of the armistice brought an end to exportation to and importation from Siberia by this bureau, but it still continued to give such assistance to trade as was possible without incurring obligations that would continue beyond the dissolution of the War Trade Board.

Other work that was done by this bureau includes the rationing of the Murmansk and Archangel districts, the opening of the Black Sea ports to general trade, and assistance in securing tonnage in the Pacific to move railway material belonging to the Russians from the Pacific coast of the United States to Vladivostok in order to relieve the serious port congestion at the latter place.

The subsequent pages of this report outline in some detail the structure and functions of the various bureaus of the War Trade Board and the work accomplished by them.

II. ADMINISTRATIVE AGENCIES.

THE BUREAU OF ADMINISTRATION.

HISTORICAL OUTLINE.

The development of the activities of the Bureau of Administration may be arranged in three periods: (*a*) The first is a continuation of the conditions as they existed in the latter part of 1917, which was one of intense activity and constant increase in personnel; (*b*) the second began about April, 1918, and continued for some months, being a sort of high level on which frequent peaks of maximum load existed; (*c*) the last period followed the armistice, when the former objective of maximum work and speed was changed to the opposite—of maximum reduction of function and personnel.

Broadly speaking, the function of the Bureau of Administration was to furnish the personnel, space, equipment, supplies, and efficient organization to carry out the policy of the Board.

The elements brought into play were, first, external, over which the Board had no control; second, those affecting the organization internally. The above elements, as affected by the lapse of time, show a rising tide of demand in 1917 and the first half of 1918, not reaching its crest until about a week after the armistice was signed. The supply of personnel never entirely kept pace with the demand until after the armistice was signed, so that the problem of the Bureau of Administration always kept it working at high pressure.

As to the external elements, the first problem was to find the sources of supply for personnel. The chief of these was the Civil Service Commission, under which this Board has always operated. The commission can not be given too much credit for the cooperation it has given the Board at every step. In addition to the regular machinery of the commission in supplying eligibles through its registers, it was able at an early date to secure an Executive order which enabled this bureau to avail itself of the services of the highest class business and professional men in the country. The patriotism of this class of citizens always supplied the War Trade Board with a long list of applicants from which to choose. The commission established a special section of the clerical register for college graduates. In certain bureaus this class of college-educated clerk was found to be as valuable for junior investigators, special assistants, etc., as were lawyers and experts formerly paid a much higher salary. In addition, the commission held regular examinations in the War Trade Board Building, and allowed the greatest legal latitude to the Board in the appointment of temporary employees, and later supplied facilities for examining these temporaries in the building, so as not to interrupt the work to any great extent.

The most serious external element to be overcome was the housing condition. It was not only a question where housing facilities could be obtained, but whether they could be obtained at a price that the average employee could pay. The War Trade Board, through this bureau, was the first department to take active steps to reduce these objections to a minimum by equipping its welfare department with automobiles for investigating available homes and taking care of the appointees coming from other cities.

Another serious difficulty was the somewhat low scale of salaries adopted by the Board and in force during the early part of the year. The unavoidable competition caused by the higher salary scales of the other departments resulted in the Civil Service Commission allowing the War Trade Board to adopt a general scale of salaries that proved to be a complete solution of the difficulty.

Up to the time of the occupation of the new building the separation of the various bureaus in 11 different buildings made the work of administration a most serious problem. On entering the new building, however, the excellent arrangement of the building and the consolidation and concentration of the bureaus made it easy to introduce the highest possible efficiency. The division of the Board into bureaus and the establishment of new committees during the year required the addition of a large new personnel, including both high-class officials and clerical help. Some of these additions were the Contraband Committee, Violations Committee, Russian Bureau (Inc.), and Exports Executive Committee.

An assistant auditor was employed to make a study of the question of internal organization. His work took the form of introducing labor-saving systems in the various offices, constant inspection of the force to "take up the slack" and avoid overemployment, the introduction of labor-saving mechanical devices in many of the statistical divisions, and especially cooperation with the office managers to develop their bureaus along the line of highest efficiency.

As in business, the most difficult situations to handle were the special peak loads. The character of the work of the Board was such that one could never anticipate with accuracy how much the demands of a particular department would increase in a given period of time, with the result that its requirements could not be taken care of immediately at the desired moment. The required degree of elasticity was obtained by the Office Service Division, which handled all the vexatious problems concerning messengers, mimeograph, printing, telegraph and cables, telephones, emergency work, etc.

One of the greatest difficulties in the organization arose from the effect of the influenza epidemic. This subject is treated under the head of the "Welfare and Social Service." How well the work was handled under this difficulty may be appreciated from the fact that the work of the entire organization was but slightly interrupted, although 25 per cent of the personnel of the Board was affected.

After the declaration of the armistice it was necessary to bring about a complete reversal of policy, owing to the demand from Congress and the country at large for an immediate relaxation of license restrictions. The problem thus presented was to reduce the personnel of the Board as rapidly as possible without interfering to any perceptible extent with still necessary functions, and to do this

in such a way as to protect, as far as possible, the interest of the individual employee and provide for his continuity of employment. Much thought was given to this subject, and by the cooperation of the Civil Service Commission the problem was solved through the re-employment register, established by Executive order. The greatest encouragement was given employees to enter their names and avail themselves of the opportunities offered by other departments of the Government. The record is rather remarkable that almost 100 per cent of the employees who resigned, but who desired to continue in Government employ, found employment in other departments.

The subscriptions made by the members of the War Trade Board to the third Liberty loan amounted to \$544,100; to the fourth Liberty loan, \$1,334,450, making a total subscription of \$1,878,550. During the period from June 21 to December 21, 1918, the sales of war savings stamps and thrift stamps within the War Trade Board aggregated \$13,015.10. The total subscriptions made to the second Red Cross war fund amounted to \$5,615.16. These figures show some of the activities within the War Trade Board to stimulate the "winning of the war" campaign.

Financial statements setting forth the appropriations made to the War Trade Board during the year 1918 and the classes of expenditures incurred by the Board as a whole and by its separate bureaus are given in the Appendix. Further information of a financial character is brought out by several graphs accompanying these statements.

Interesting information is disclosed in the tables and graphs set forth in the Appendix of this report, showing the increase and decrease in the personnel of the Board during the periods preceding and after the armistice. There is also a table giving an estimate of the salaries paid to the various grades of employees.

FUNCTIONAL DIVISIONS OF THE BUREAU OF ADMINISTRATION.

The Bureau of Administration was separated into 15 divisions, as follows:¹

Division of Accounts.	Welfare and Social Service.
Disbursing Office.	Office Service.
Building and Maintenance.	Messenger Service.
Cafeteria.	Motor and Bus Service.
Construction and Repair.	Mailing Division.
Telephone and Telegraph.	Addressing, Multigraphing, and
Purchasing and Supplies.	Mimeographing.
Printing.	Reception Room.
Appointments and Personnel.	

Division of Accounts.—This department received checks, verified and otherwise, and examined all invoices, vouchers, and other papers representing claims against the War Trade Board for supplies, expenses, and service. It analyzed, classified, and recorded the financial transactions of the Board and compiled and presented periodic statements. After January 1, 1918, the more important changes were: (a) The introduction of the graphotype and addressograph machines, by use of which all pay-roll sheets and all salary checks

¹ For personnel of the various divisions, see Appendix.

WAR TRADE BOARD

CHAIRMAN

BUREAU OF ADMINISTRATION

DIRECTOR

ASSISTANT DIRECTOR

ASSISTANT DIRECTOR

ASSISTANT DIRECTOR

ASSISTANT DIRECTOR

SUPERVISION OF
OFFICE MANAGERS

DIVISION OF
ACCOUNTS

DISBURSING
OFFICE

RECEPTION, INQUIRY,
DISTANCE
LONG TELEPHONE

APPOINTMENT
OFFICE

WELFARE
DIVISION

DIVISION OF
PURCHASING AND
SUPPLIES

DIVISION OF
PRINTING

DIVISION OF
BUILDINGS

TELEPHONE AND
TELEGRAPH

DIVISION OF
CONSTRUCTION AND
REPAIR

FIRE
ORGANIZATION

INCOMING
MAIL

OUTGOING
MAIL

MINIOTOGRAPH
MULTIGRAPH
AUGMENTOGRAPH
ELECTROGRAPH

AUTOMOBILES

MESSENGERS

were automatically written, thus doing away with the former method of writing checks by hand or typewriter; (b) improvement in the filing system as regards purchases, orders, vouchers, etc.; (c) improvement in the method and time consumed in paying employees; (d) installation of a new accounting system for general transactions of the organization for the fiscal year 1919, which made it possible to verify the disbursing office statements; to keep a close check on the work of the purchasing agent, of printing, construction and repair work, and the multigraphing and mimeographing divisions; to render accurate monthly statements, and otherwise present clear and intelligible reports on the general accounts of the disbursing office.

Disbursing Office.—This office had as its function the actual disbursing of funds allowed or appropriated for the War Trade Board, and was responsible for the legality and accuracy of these disbursements in the United States and to the War Trade Board foreign agents and representatives abroad.

The disbursing officer was bonded to the Treasury Department in the penal sum of \$50,000, and had a credit on the books of the Treasury of the United States of not more than \$150,000 at any one time, although during one fiscal quarter a sum in excess of \$1,000,000 was disbursed.

The Disbursing Office was charged with the duty of making monthly balances with the Treasurer of the United States; was required to render a quarterly account current to the Treasury Department; was required to pass on the validity of claims made against the appropriations available to the War Trade Board; was responsible for the collection of export and import cable charges, miscellaneous receipts, special deposits, etc.; handled the sale and subscriptions of the third and fourth Liberty loans; and was the authorized agent for the sale of thrift stamps and war savings stamps.

The head of this division was required to know the law governing the War Trade Board and its appropriations, and to see that the laws were observed in all cases where Government funds were involved. For failure to observe the laws and the interpretation thereof by the Comptroller of the Treasury, the disbursing officer was subject to disallowances and suspension by the Auditor of State and other Departments.

Building and Maintenance, Construction and Repair, Telephone and Telegraph.—Prior to April 19, 1918, the War Trade Board was housed in 11 different buildings, which were maintained and operated in almost every case by the Bureau of Administration. In anticipation of moving to the new building, these offices were disposed of either by assignment, cancellation, or release, in accord with the privileges contained in the leases, so that by May 1, 1918, the War Trade Board had been relieved of all obligations in connection therewith.

The War Trade Board building was planned by Mr. Waddy B. Wood, and the construction of it supervised by Mr. T. J. D. Fuller, acting as War Trade Board architect for the Bureau of Administration, and Mr. George W. Welsh. Ground was broken on January 16, 1918, and the building was practically ready for occupancy 90 days later, April 15, 1918. On April 19, in accordance with the prearranged

plans, the organization began to move into new quarters. Office equipment for 2,000 employees was moved from 11 different buildings, only two of which had elevators, without mishap or loss. It took approximately 500 loads to accomplish the transfer, which was completed on April 27, 1918. This new building contained approximately 220,000 square feet of floor space. It was equipped with an automatic fire-sprinkler system and with an overhead aero alarm system. It was equipped with 2,000 shades, screens, and awnings shortly after it was occupied, and with 500 electric fans at the beginning of the summer. The building was watched and patrolled night and day, and was maintained and operated in every particular by employees of the Board. A system for checking employees and visitors passing in and out of the building was installed, and a fire brigade organized. A division of construction and repair was maintained, and a telephone and telegraph system kept running from early morning until midnight.

During the first six months of 1919 the Building and Maintenance and Construction and Repair Divisions were rapidly diminished, due to the decreasing personnel, and to the further fact that the committee designated by Congress to take charge of public buildings in early May assigned the second floor of the Board building to the War Department, and on July 1, 1919, took possession of the entire building. The Grounds Committee and the War Department put in its own guards, porters, and charwomen, and the corresponding employees of the Board were released.

Not the least of the moving problems was the maintenance of adequate telephone and telegraph service during the period when the organization was moving from many buildings to the new location, a piece of work that was handled with practically no disturbance or break in the service. On December 1 there were 372 main stations and 161 extensions, giving a total of 535 installations in the building. As a result of the signing of the armistice and the consequent decrease in the amount of telephone traffic, the number of extensions was decreased and reductions made in the number of operators. With the closing of the branch offices of the Board, contracts for direct lines to these offices were canceled.

The Division of Construction and Repair completed for the month of November, 1918, 500 jobs. In December its work was greatly reduced because of the new policy of refusing any special construction work, thereby making it possible to drop some of the workmen.

Cafeteria.—The cafeteria was not operated by the War Trade Board. As it was, however, a convenience to the employees of the Board, the following statistics may be interesting: The cafeteria served its first meal on April 22, 1918, and for the remainder of the year supplied an average of 850 lunches per day. In October it served 30,000 meals, including breakfast, lunch, and dinner. The details of the cafeteria plan were not finally decided upon until late in the construction of the building, but in spite of this the room was finished in time for service to begin three days after the first employee had moved into the new building. It proved a great convenience, as well as an economy, to the members of the organization and brought about a substantial saving of time to the Govern-

ment. Owing to the large decrease in the personnel of the Board, the cafeteria was closed April 5, 1919.

Division of Purchase and Supplies.—This division purchased all supplies and equipment for the War Trade Board, except printing matter, and maintained the stock for the entire organization. The purchases averaged \$35,000 per month during 1918, and were handled, including the stock keeping, by 14 employees, whose salaries totaled \$16,262 per annum. On January 1, 1919, this department consisted of 28 people, and was running an annual pay roll of \$31,880. At the close of the year 1918 there were practically no old accounts: differences were adjusted quickly; bills were paid promptly; and business houses were eager for the account of the War Trade Board.

During the latter part of 1918 a perpetual inventory was kept, so that at all times it was possible to know the stock on hand and the amount of supplies of each kind issued to the various bureaus. The equipment at the close of the year was reduced to a comparatively small amount, as immediate action was taken on the signing of the armistice to cancel all outstanding orders. Although some inconvenience was experienced by not having certain equipment, no further purchases or requisition on the General Supply Committee were made, inasmuch as a large amount of equipment would be turned back as soon as natural reductions in the force of the Board should occur. During the month of December the total purchase of supplies amounted to only \$13,375, which shows how this policy of reduction of expenses was carried out. During 1919 the division was engaged in returning to the General Supply Committee as fast as released all unused supplies and equipment which were credited to the Board's inventory.

Printing Division.—It was the duty of this division to order all printing matter, including letterheads, envelopes, forms, booklets, notices, etc.; to keep a stock of these articles; to keep account of issuance of stock; of cost, charges, etc., with the Public Printer, and with the outside contractors. From January 1 to October 15, 1918, 655 orders were placed with the Government Printing Office, and only 4 with outside printers. This record was due to the fact that the Government Printing Office gave extraordinary service, and as a result the expense of placing work with outside printers was saved. During this period bills were rendered for over \$60,000 worth of printed matter. Over 1,000,000 index copies, laws, leaf sheets, etc., over 14,000,000 pamphlets, letterheads, and envelopes, and more than 17,000,000 printed forms were ordered.

Appointments and Personnel.—This division, which took care of appointments, promotions, and resignations of practically all members of the organization, was one of the most important branches of the Bureau of Administration. An average of 180 personal interviews were given applicants for positions each day—this in addition to numerous letters and telegrams which were handled. A feature which made the work of this division complicated was the necessity for complying with the regulations of the Civil Service Commission, which were numerous, intricate, and exacting.

Every regular appointee of the War Trade Board was required to take a written examination, and to pass other tests before perma-

nently entered on the pay roll. All promotions had to be justified before the Civil Service Commission, and even when a clerk left the organization, notices and forms had to be filled in and forwarded to the commission. Because of the general conditions throughout the country and the housing and living conditions here in Washington, the procuring of competent employees was extremely difficult. There was an average of 28 changes per day in the organization during the closing weeks of 1918.

Welfare and Social Service.—The welfare work in the War Trade Board was the first of this kind of service to be inaugurated in any of the war boards. Although the welfare division was not created until May, 1918, a certain part of the welfare and social service effort was begun early in the year in connection with the appointment office. Interviews with prospective appointees and women already employed in the Board brought out the fact that great difficulty was being experienced in finding satisfactory living accommodations; that great numbers of women already in the city were not properly housed; that many resignations were being received because the individual could not support herself in Washington on the salary received; and that declinations of appointments from all parts of the country were being sent in because of information which had been spread broadcast regarding impossible living conditions in the Capital. The division was discontinued the end of May, 1919.

(a) *Housing.*—To aid in some measure the strangers coming to the city, each prospective appointee of the War Trade Board was sent a telegram, or a letter if the time permitted, prior to her leaving home, to the effect that she would be assisted in finding suitable living accommodations, directing her to the place to report on reaching Washington, and giving other information which might help if she should arrive after regular office hours. The War Trade Board was one of the few departments of the Government which worked independently in assisting employees to find rooms when outside agencies found it impossible to cope with the situation. During the year the housing work was extended to procuring rooms, apartments, and houses for any members of the Board who sought to change residence for any reason. Cases of unfair treatment of tenants by landlords and boarding-house keepers were investigated and adjusted and numerous cases of imposition corrected.

(b) *Sick relief.*—The unusual weather conditions of the winter of 1917-18 brought many accidents and a large amount of illness. Because of housing the various bureaus of the Board in different buildings during the early months of 1918, some difficulty was experienced in getting accurate reports of sickness, but with the centralization of all bureaus in a main building a systematic program of reporting cases of absence by office managers was arranged, preliminary and follow-up calls made by the welfare division, and arrangements made when necessary for hospital and medical treatment.

The influenza epidemic in October, 1918, brought out the value of organized welfare work more than any other circumstance. When it was discovered how critical the situation in Washington was, with the city hospitals filled to capacity, it was decided to establish an emergency War Trade Board hospital to care for influenza patients

of the Board and such additional cases as could be accommodated. The nursing personnel of the hospital was drawn entirely from our own organization. Sixty-five women volunteered for service and were accepted for actual work in the hospital, eight for the United States Public Health Service, which was opened two weeks later, and a large number for work in private homes where cases were so severe that patients could not be removed. In addition, a corps of eight visiting nurses was constantly employed during the epidemic. In all 97 cases were cared for in our hospital and 183 in homes.

During October a convalescent house for influenza patients was also opened by the War Trade Board and was continued for six weeks. Sixty persons were cared for here and the services of five War Trade Board women given.

When the main War Trade Board Building was opened in April, 1918, a series of rooms was set aside for use as an emergency hospital and rest rooms for women employees. Two registered nurses were in attendance. During the period May, 1918, to January, 1919, first aid was administered to 5,162 men and women; when necessary, medical aid and hospital treatment were provided.

(c) *Recreation*.—Rather extensive plans were made by the welfare division for the establishment of a varied program along recreational and educational lines for the women of the Board. In May, 1918, a survey was begun of summer recreation facilities in Washington, particularly tennis and swimming. Before the survey was completed the Government Recreation League was organized, and the data gathered independently were turned over to it for general use by all departments. Each week bulletins of the league were posted, outlining recreational opportunities for war workers, including tennis, dancing, swimming, outdoor moving pictures, community singing, art and language classes, etc. It was the purpose of the division, through the War Trade Board Club, to arrange classes in language, gymnasium, and other subjects that might be requested from time to time, but it was found expedient to cooperate with those agencies in Washington which were especially equipped to organize such work, such as the Young Men's and Young Women's Christian Associations, the War Camp Community Service, and the community centers, rather than to form small independent groups. During the summer a basket-ball court was laid out in one of the courts of the building for use by both men and women. The original plan was to have this court floored and roofed for use as a gymnasium in winter months, but the signing of the armistice and subsequent disintegration of the Board prevented its execution.

(d) *War Trade Board Club*.—This organization, started in January, 1918, was an important cohesive element in the War Trade Board. Through a subscription fund raised by the men of the Board, a club house was furnished which served as a general social center for both men and women. The first floor was given over primarily to club and dining rooms and the two upper floors were used for dormitory purposes. Twenty girls were accommodated with rooms, and 60 to 90 persons were served two meals a day in the dining room. Another house, used for several weeks as a convalescent house for influenza patients, was turned into a dormitory in November. Sixteen girls were accommodated in this house.

A service counter in the main lobby of the War Trade Board Building was opened by the club in the summer of 1918, the proceeds of which were donated to war relief.

Messenger service.—This division included a regular interoffice delivery system and a special call messenger service. During the early part of the year there were about 110 employees doing messenger work, with a total annual pay roll of \$60,000, serving about 1,000 persons. This was reduced later to 20 messengers, at an approximate expense of \$25,000 per annum, and serving over 2,300 people. In addition to the office mail that was delivered on a schedule, over 700 special messages a day were carried. This result was accomplished through systematizing the work and putting the messengers on roller skates. A system of accounting for the work of each messenger was evolved and results were very satisfactory. An average of 65 calls a day per boy was made.

Motor and bus service.—The motor and bus service provided for the carrying of mail and for miscellaneous carting of supplies, etc. It also ran two passenger cars for special emergency use and a motor bus on a schedule over a regular route, which covered most of the Government departments. During October bus service was discontinued on account of the need for busses to carry patients to the hospital and convalescent home.

Mailing division.—This division comprised the incoming and outgoing mail service. The volume of work handled from January 1 to September 30, 1918, averaged 5,000 pieces of first-class mail daily and a total of 10,000,000 forms of different kinds. In November the incoming mail room handled 271 sacks of mail, and the outgoing 757 sacks of first-class mail and 1,810 bags and packages of second-class mail. The interoffice service handled a total of 63,000 pieces of mail, or an average of 2,520 pieces per day, with a maximum day on November 18 of 4,238. A total of 7,302 letters and packages was delivered outside the building in the same month, with a daily average of 292 pieces. During December there was a considerable decrease in this activity and the personnel was decreased accordingly.

Addressing, multigraphing, and mimeographing division.—All addressing, multigraphing and mimeographing, and photographic copying of maps, charts, and letters was done in this room; also all presswork except that handled by the printing division. In January, 1918, approximately 1,200,000 impressions were made in this department, while in December it had increased to 2,675,000 impressions. From January 1 to September 20, 1918, a total of 12,667,327 impressions were made on multigraph and mimeograph machines. The complete mailing lists of the War Trade Board consisted of 21,000 names. In October the multigraph and mimeograph work for the War Industries Board and the Shipping Board were taken over by this division. The number of employees on November 11 was 28.

Reception room.—The object of this division was to give prompt, intelligent, and courteous assistance to visitors, and to answer their questions or adjust their grievances, wherever possible, without taking up the time of other members of the war trade organization. Records indicate that over 300 visitors a week were interviewed and given the information they desired. A room for handling long-distance telephone calls was also arranged, so that these calls might be

answered in quiet and privacy. It was possible to provide for the special inquiries of the various bureaus under this one head with complete satisfaction to all concerned. The signing of the armistice had little effect in lightening the work of this division, and a large volume of inquiries continued to the end of the year. This was due to the uncertainty in the minds of the exporters and importers on technical questions arising out of the many changes in rules and regulations. By the end of May, 1919, however, it was possible to discontinue this division.

Fire organization.—The organization of fire drills became a regular practice every month after the opening of the new building. This organization was arranged by bureaus, and various duties were assigned by the section chief. This drill produced such a state of efficiency in handling a possible fire that the entire building could be cleared in $2\frac{1}{2}$ minutes.

THE DIVISION OF INFORMATION.

HISTORICAL SUMMARY.

Soon after the organization of the War Trade Board a need developed for machinery and a system for making essential information available to the members of the organization itself and to the outside public concerning the operation of the Board, its powers and its rulings, and other official utterances.

The Division of Information was organized on September 15, 1917. By January 1, 1918, it had established the Daily Digest of the Press, the Daily Record, and the War Trade Board Journal, and had begun a library and created a mailing list. On January 1 the practice of designating official utterances of the Board to the press as W. T. B. R.'s (War Trade Board rulings) and giving them serial numbers was begun; and soon afterwards the Journal was established on a monthly basis.

On January 14, 1918, the division, which had been operating as a part of the Bureau of Administration, was made an executive division, responsible to the Board through the secretary. The library was established on a firm basis, and the division made responsible for the purchase of all books, maps, periodicals, and other information supplies. Upon moving to the new building all books and periodicals for the entire organization were consolidated into the library conducted by the division. In July foreign publications were turned over to the library, which thus became the sole depository of the Board's books, periodicals, and pamphlets.

The clipping service was elaborated to include a large number of daily newspapers, technical and trade journals, and magazines, and a system of distribution was established throughout the Board, and later to other war agencies. In June several translators, formerly working semi-independently under supervision of the Bureau of Administration, were formed into a regular translation section and added to the Division of Information.

From the first the division conducted the assembling and distribution of the Book of General Instructions from the Board to the Bureau of Exports. In July the Bureau of Imports assigned to it the assembling and distribution of the Book of Import Rulings.

Carrying out its functions of issuing to the public the rulings and other official utterances of the Board, the Division of Information initiated and conducted, with the approval of the bureaus concerned, the publication of the fortnightly cumulative supplements to the enemy trading lists, the monthly cumulative editions of the export conservation lists, and the issuing of the cumulative alphabetized restricted imports list. In addition to this the division during the summer of 1918 became the medium through which the War Trade

Intelligence Bureau published the confidential suspect list and the cloaks list.

In April a new feature was added to the telephone information service of the division by assigning an operator to take charge of information regarding the work and the location of the personnel of the Board and of the various foreign missions located in the War Trade Board Building. The name, title, room number, phone number, and city address of everyone in the War Trade Board were kept, and the calls per month for this kind of information averaged 1,400, while amounting at times to 125 calls a day.

In July, 1918, the chief of the Division of Information, in company with the directors of the Bureaus of Research and of Tabulation and Statistics, began to participate in weekly conferences of the Central Clearing House of the Central Bureau of Planning and Statistics, at which representatives of the Shipping Board, War Industries Board, War Trade Board, and other war boards exchanged information and views looking toward the elimination of duplication in collecting and compiling war data.

The division was of increasing service to these other boards in making available to their representatives the facilities of the library, the clipping service, and the translation section. Through the initiative of the division, the mimeograph-multigraph room (Bureau of Administration) also served these boards in printing their literature.

On January 1, 1918, the division consisted of 18 persons. By November 11 the personnel had increased to 40.

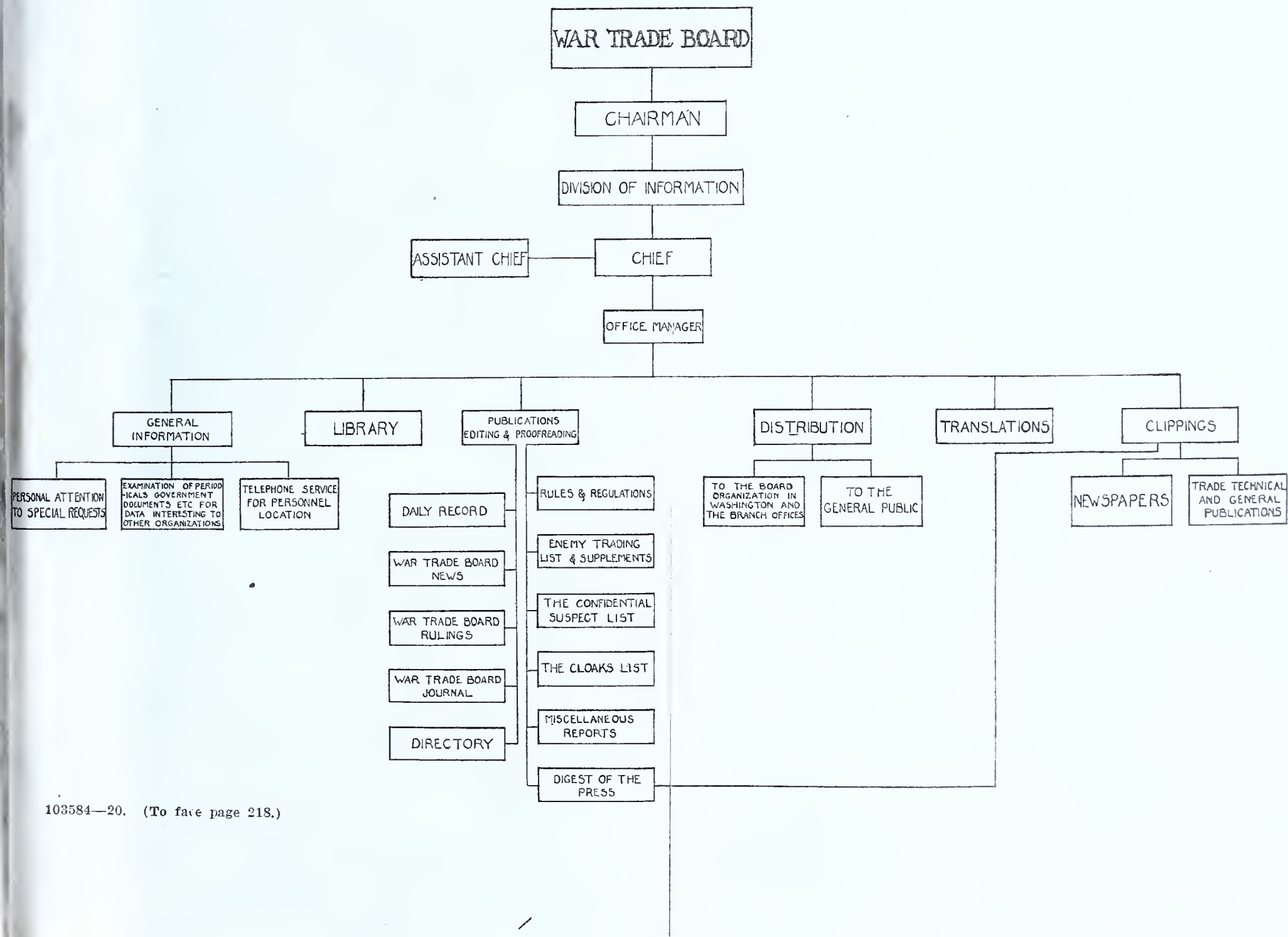
FUNCTIONS OF THE DIVISION OF INFORMATION.

The work of the division fell naturally into four sections—Publications, Distribution, the Library, and the General Information Service.

Publications.—It was the function of the editorial section to copy-edit, proof-read, and see through the multigraph-mimeograph room and the Government Printing Office all the periodicals and other publications of the Board, to act as the editing, compiling, and indexing unit of the organization, and to direct the preparation of copy and revision of proof. This not only secured uniformity, but effected a considerable saving in printers' bills. This section prepared and published—

- (a) The Daily Record.
- (b) The Digest of the Press.
- (c) The War Trade Board News.
- (d) War Trade Board Rulings.
- (e) War Trade Board Journal.
- (f) Enemy Trading Lists and Supplements.
- (g) Rules and Regulations.
- (h) Directory.
- (i) Confidential Suspect List and Supplements.
- (j) The Cloaks List.

(a) *The Daily Record.*—This publication, appearing every working morning, was the confidential bulletin of the Board, containing the official announcements of the Board and of the directors of the bureaus, and other data which it was desired to present to officials and other members of the organization. Its daily circulation reached 550 copies.



(b) *The Daily Digest of the Press*, appearing every noon, was a summary of articles appearing in 40 daily newspapers and over 200 technical and trade journals received, referring either directly to the activities of the War Trade Board or dealing with subjects of special interest to the members of the organization. The *Daily Digest* attained a circulation of 300 copies, 190 being distributed within the Board, and 110 outside.

(c) *The War Trade Board News* was published "in the interest of every member of the organization," and each issue went to 2,000 persons with its welfare and organization news.

(d) *War Trade Board Rulings* were supplied to the Daily Commerce Reports, the Federal Reserve Board, and ticker services by the Division, which also acted as the medium through which statements of the Board were made public by the Committee on Public Information.

(e) *The War Trade Board Journal* was printed monthly. It contained the rulings and official statements of the Board which had been issued during the preceding calendar month. In the *Journal*, circulated in editions ranging from 25,000 to 45,000 copies, were printed many of the export conservation lists, with corrections and additions as they became effective.

(g) *Rules and Regulations of the War Trade Board*, No. 1 and No. 2, were brought out in editions of about 50,000 each, at intervals of several months, and contained rulings in force at the time of publication.

(h) *The Directory of the War Trade Board*, which indicated the personnel and functions of the organization, was issued approximately every two months until September, 1918.

(f) The Enemy Trading List, (i) the Confidential Suspect List, and (j) the Cloaks List, prepared by the Bureau of War Trade Intelligence, were published by the Division of Information.

Other publications of the War Trade Board in which the Division of Information cooperated with various bureaus were:

The Report of the War Trade Board.

The Export Conservation List.

Regulations Governing Form of Cablegrams.

Report of the Chairman of the War Trade Board to the President for the year 1917.

Export Trade Policy of the United Kingdom, 1913-1918.

The Economic Position of the United Kingdom, 1912-1918.

The Economic Aspects of the Commerce and Industry of the Netherlands.

Brazil, a Survey of Economic Conditions since 1913.

The Economic Position of Argentina During the War.

The Economic Position of Switzerland During the War.

In addition to the above, the following confidential publications, or the use of interested departments of the Government, were issued:

Memorandum of Agreement Between the War Trade Board and the Norwegian Government.

Danish Agreements.

Memorandum of Agreement Between British, French, and Italian Governments and the Swedish Government, Adhered to by the War Trade Board.

Contract for the Purchase of Swedish Iron Ore.

Memorandum Between the War Trade Board and the Government of Switzerland.

Memorandum Between the Governments of France and Great Britain and the War Trade Board and the Swiss Confederation.

Agreement Between the Royal Netherlands Government and the British, French, and Italian Governments and the War Trade Board.

Joint Agreement Between the Governments of Great Britain, France, and Italy, and the Netherlands Overseas Trust, Adhered to by the War Trade Board.

The Economic Situation of Japan.

The Japanese Steel and Shipping Negotiations.

The Trade and Shipping Negotiations with Spain.

The Trade and Shipping Negotiations with Denmark.

The Rationing Agreement with Norway.

The Rationing and Shipping Negotiations with Sweden.

The Requisitioning of Dutch Shipping.

The Rationing and Tonnage Negotiations with Switzerland.

Distribution.—1. To the Board organization in Washington and the branch offices: (a) The Book of General Instructions (Exports), (b) the rulings of the Bureau of Imports. 2. To the general public: (a) Publications intended for the press and mailing list.

The books of instructions were distributed in loose-leaf form to those entitled to receive them to the number of 150,000 pages, and complete books were made up and others rectified as required.

The mailing list consisted of 21,000 exporters, importers, industrial and commercial organizations, transportation companies, Government officials, and individuals, carefully classified. To these were sent the individual rulings as issued, as well as the printed publications of the Board.

From January 1, 1918, to July 1, 1919, there were issued 797 press notices, totaling more than 20,000,000 sheets of paper. Of these the Division of Information sent out 7,000,000 sheets to people who received five or more copies each. It also sent out 331,000 Journals, 750,000 enemy trade publications, 96,000 Daily Records, 300,000 X-forms, and 550,000 shipping forms. In the distribution section alone there were on an average a thousand personal calls monthly and nearly 2,500 special orders received and filled through the mails. This section made all requisitions in triplicate to the mimeograph section for the press notices as to the number to be run and the classifications receiving the same. This section also correlated with the mailing section as to the manner, time, and distribution of press notices. Another service was performed by keeping in touch with the members of the different bureaus for the purpose of finding out where the division could be most helpful to them. As one result, hundreds of sets of publications were made up and delivered to those who requested them.

The Library.—This section offered three classes of service: (1) The Library proper (books and periodicals), (2) Clipping Service, (3) Translation Section.

(1) The organization of the library of the War Trade Board dates from January 1, 1918. Practically no records or accounts were kept of books or periodicals purchased for the Board before that time. The few volumes in use were mostly the personal property of those who were using them. By August 31 nearly 400 bound volumes had been purchased (at an approximate cost of \$2,800), consisting mainly of standard reference books, such as encyclopedias, dictionaries, gazetteers, atlases, and directories, quite a number of which were in foreign languages. In addition, a large number of

American and foreign Government publications and special commercial reports and pamphlets were secured, catalogued, and indexed. Maps to the value of approximately \$250 were purchased and delivered to individual members of the organization. The number of books and pamphlets added during the month of October showed an increase of nearly 300 per cent over those for September and continued to grow at a steady rate.

The personnel of the library increased from one clerk to six. Their duties were principally to give personal service to those calling at the library, numbering sometimes 100 a day, replying to telephone inquiries, and listing and indexing new publications. The library was also called upon to furnish service to the War Industries Board, the United States Shipping Board, the Food Administration, the Alien Property Custodian, the Military Intelligence Division of the War Department, and other war agencies. Another function of the library was to route current magazines regularly to the staff of the entire Board, as well as to indicate where any desired information might be found in other libraries.

(2) *The Clipping Service* read, clipped, and indexed 40 daily newspapers, distributed 31 others daily to trade specialists, and routed clippings regularly to 60 interested readers in and out of the War Trade Board organization. For the month of November, 1918, for instance, these clippings totaled 4,563. The work of the clipping section increased on account of the demands from the War Trade Board organization and also from outside Government organizations.

(3) *Translation*.—The translation section, with a staff of seven translators, handling all the principal modern European languages, served all the bureaus of the Board in the translation of correspondence from foreign countries, in dealing with enemy prisoners' letters, and with mail submitted by the censorship of economic interest, and in the translation for presentation to the Board of many important communications from the allied powers and their various economic agencies. Their work required the translators to go to the Library of Congress and to the library of the Department of Commerce to consult foreign sources, from which they made translations of abstracts used in the preparation of many country and commodity studies. In October this group handled 1,156 pages of translation from seven different languages.

General Information Service.—This section afforded service of the following character: (1) Personal attention to specific requests; (2) examination of periodicals, pamphlets, Government documents, bills, etc., for data interesting to the organization; (3) telephone service for personnel location.

The General Information Service was varied, covering editorial work and that of a general information bureau. It involved close contact with general sources of information as well as with rulings and regulations of the War Trade Board. Watch was kept on legislation and official publications, as well as the daily and weekly newspapers and special services. Whatever was thought of interest to members of the War Trade Board organization was placed promptly in their possession. A new special service to exporters was under preparation, but was abandoned when the armistice was signed.

This section of the Division of Information answered during October, 1918, several hundred telephone calls for information and sent out nearly 200 typewritten special items of information on a wide variety of subjects to experts in the organization. During the latter part of 1918 it took up the work of preparing daily for the chairman and vice chairman of the Board a special digest of press news and opinion. It also took care of considerable correspondence. It kept for a long time a classified commodity list with all the rulings thereon.

It is important to state that at no time during its life was there put out through the Division of Information any publicity of a propaganda character. The work of the division has been strictly to make known to the public the rules and regulations of the War Trade Board.

The signing of the armistice caused no immediate diminution in the work of the division. During November, December, and January there were approximately as many press releases as during all the previous life of the Board. The removal of restrictions on trade necessitated much publicity, so that it was not until several months after the armistice that calls upon the division began to become less urgent. The addition of the Price-Fixing and Industrial Sections of the War Industries Board to the War Trade Board organization also accounted in part for this. In January the War Trade Board News was discontinued, and in March the Daily Digest. By the end of the latter month the force had been reduced to a personnel of 18 and by the end of May to 15.

THE BUREAU OF BRANCHES AND CUSTOMS.

ESTABLISHMENT.

The Bureau of Branches and Customs was created on February 6, 1918, by the following vote of the War Trade Board:

The present Division of Branches and Customs shall become the Bureau of Branches and Customs of the War Trade Board, and as such shall have jurisdiction over, and management of, all branches, cooperative offices and representatives of the War Trade Board in possessions of the United States; and be responsible to the Board for the transmission to the branches of all rulings of the Board, or rulings of the committees and bureaus of the Board, which may affect the branches or be necessary for them to have for their successful operation. It shall also be responsible for transmission to the Customs Division of the Treasury Department of all rulings of the War Trade Board, its bureaus or committees, which are necessary and proper for the Customs to receive to effectively police and check exports and imports. The director of this bureau will be appointed by the War Trade Board. All nominations of branch office managers will be subject to the approval of the War Trade Board before appointment.

Previous to the passage of this vote the administrative control of the branch offices of the Board rested with the Division of Branches and Customs of the Bureau of Exports, but each bureau appointed its own representatives in these offices and issued its own instructions to them and to the Customs Division of the Treasury Department. It was in order to do away with duplication of effort and properly to coordinate and direct the work of the branch offices and collectors of customs through a single bureau that the Bureau of Branches and Customs was established.

During the first two months of the year new branch offices were established at Detroit, Mich.; Eagle Pass, Tex.; El Paso, Tex.; Laredo, Tex., and Nogales, Ariz., and the branch offices at Boston, Mass.; Chicago, Ill., and St. Louis, Mo., were moved from the offices of the Bureau of Foreign and Domestic Commerce of the Department of Commerce to new quarters, and were placed under the charge of special agents of the War Trade Board. During October a branch office was opened in Cincinnati for the exclusive use of the Bureau of War Trade Intelligence. Two cooperative offices were established, one at Minneapolis, Minn., on May 11, 1918, and the other at Cleveland, Ohio, on October 18, 1918. These two offices were created to act as information bureaus and were given no further authority.

There were on December 31, 1918, 26 general branch offices of the War Trade Board, located in the following places:

Boston, Mass.
Chicago, Ill.
Detroit, Mich.
Eagle Pass, Tex.
El Paso, Tex.
Galveston, Tex.

Laredo, Tex.
Los Angeles, Calif.
Mobile, Ala.
New Orleans, La.
New York, N. Y.
Nogales, Ariz.

Philadelphia, Pa.
 Portland, Oreg.
 St. Louis, Mo.
 San Francisco, Calif.
 Savannah, Ga.
 Seattle, Wash.
 Balboa Heights, Canal Zone.

Guam.
 Honolulu, Hawaii.
 Juneau, Alaska.
 Manila, Philippine Islands.
 St. Thomas, Virgin Islands.
 San Juan, Porto Rico.
 Tutuila.

At the time of its creation the Bureau of Branches and Customs started with 272 employees, but its work grew so rapidly that by August 1, 1918, the number increased to 469, and by December 1 to 516. During December the number began slowly to decrease, but this decrease was checked in the early part of 1919 because of the increased authority given to branch offices. Beginning with March 1, 1919, the closing of the branch offices rapidly reduced the number of employees to only the few in the Washington office necessary to attend to the final details in closing up this bureau, seven persons being transferred to the State Department on July 1, 1919, for the purpose of completing this liquidation.

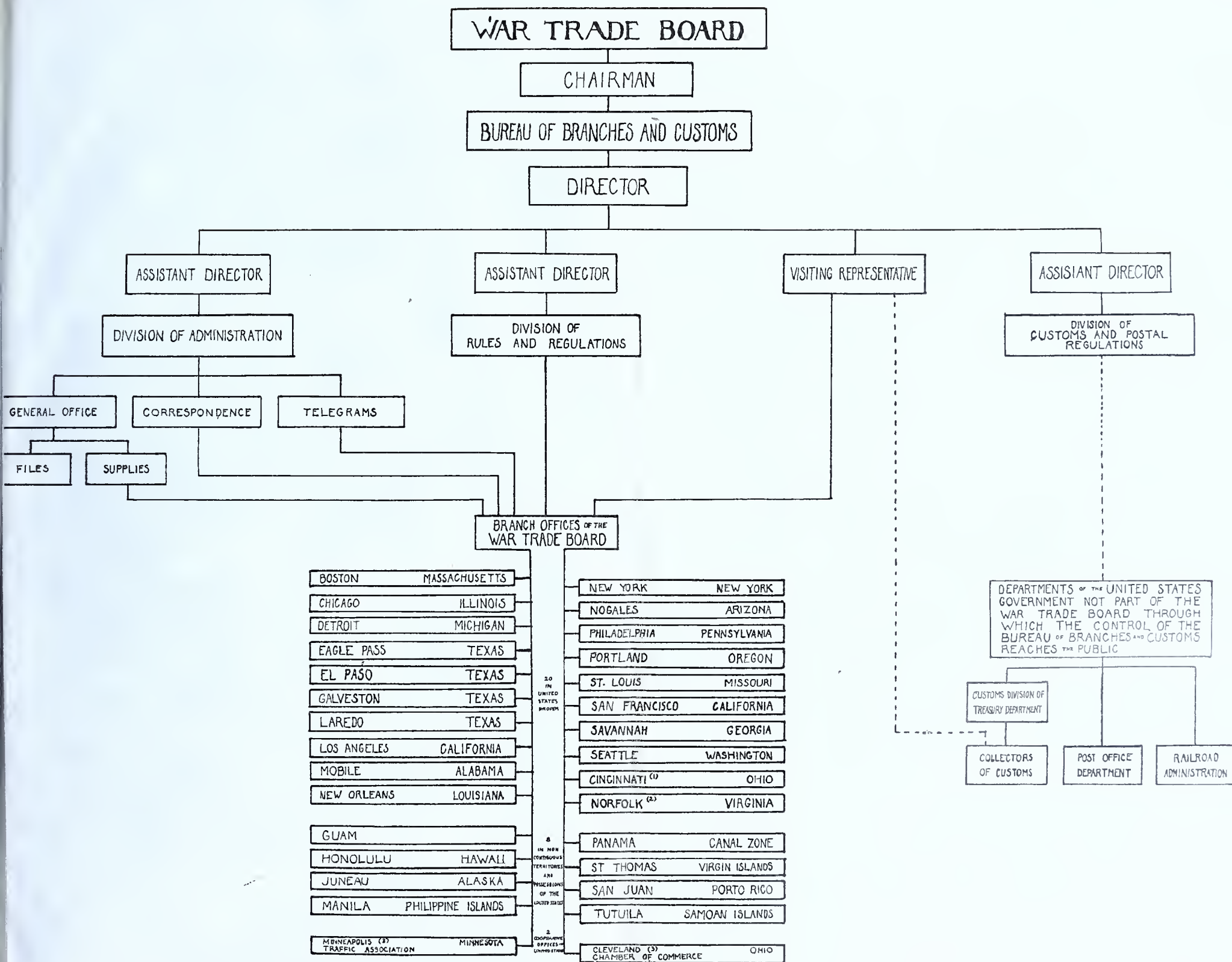
WORK DONE THROUGH BRANCH OFFICES.

The branch offices of the War Trade Board performed a dual work: (1) They advised exporters and importers throughout the country how to proceed under the many rules of the Board, furnished them with the proper application forms, and instructed them how to fill them out, etc.; and (2) they did a part of the routine work in recording and writing many of the licenses issued.

As sources of information for the public the branch offices were of great value. They brought the War Trade Board to exporters and importers living in all parts of the country and enabled them to obtain quick information as to the regulations of the Board, thus saving lengthy correspondence or the expense of a trip to Washington. In emergency cases, such as where the prompt sailing of a vessel was involved, or where the shipment was important for war reasons, or where an exporter's order was apt to be canceled unless quick action were taken on his application, the branch offices expedited the issue of the necessary license by getting in touch with the Washington office by telegraph or by telephone. In this way they assisted materially in lessening the burden which a system of export and import licensing necessarily placed upon the public.

In addition to handling telegrams to and from branch offices, the Bureau of Branches and Customs in Washington, at the request of the Bureau of Exports, handled all the telegrams of the latter. A total of 41,732 telegrams were received and a total of 38,903 telegrams were sent by the Bureau of Branches and Customs in Washington between February 6 and December 31, 1918.

A large proportion of the routine work of the Bureau of Exports during the year 1918 was done by the branch offices. Export applications were received by them, carded, and, in most instances, forwarded to Washington, where they were passed upon and returned to the branch offices which then issued the licenses or the refusals. Applications for articles not on the export conservation list were acted upon by branch offices without reference to Washington, when such articles were destined to certain countries, but applications for



⁽¹⁾ LIMITED ENTIRELY TO WAR TRADE INTELLIGENCE WORK

⁽²⁾ LIMITED ENTIRELY TO BUREAU OF TRANSPORTATION WORK

⁽³⁾ FOR GIVING OUT INFORMATION, BLANKS, ETC. NO AUTHORITY TO GRANT LICENSES

articles on the export conservation list had to be referred to Washington to be passed on by trade advisers, and in some instances also by the country distributors. Applications for every commodity, whether on the export conservation list or not, had to be referred to Washington when destined to a neutral country, in order that they might be passed on by the Bureau of War Trade Intelligence. The following table shows the numbers of export applications handled by the branch offices in continental United States during the year 1918:

Boston	61, 164	New York	1, 028, 279
Chicago	109, 552	Nogales	6, 116
Detroit	10, 421	Philadelphia	34, 229
Eagle Pass	4, 112	Portland	1, 482
El Paso	9, 032	St. Louis	20, 149
Galveston	3, 754	San Francisco	89, 176
Laredo	5, 346	Savannah	1, 165
Los Angeles	23, 317	Seattle	8, 884
Mobile	4, 924		
New Orleans	69, 909	Total	1, 491, 011

The total number of export applications handled by the Bureau of Exports in Washington, which did not come from branch offices, was 884,237. Thus a very large percentage of the export applications to the Bureau of Exports was handled by the branch offices during the year.

During the year 1919, owing to the reduction of the conservation list and other relaxations in export control resulting from the signing of the armistice, it became feasible to delegate to branch offices a broader authority to pass upon applications for export licenses without referring the applications to Washington. One of the important features of the procedure developed was a card catalogue of persons and concerns whom the Bureau of War Trade Intelligence had found objectionable from an enemy trading point of view. Branch offices were supplied with either a complete file of these cards, or only such portion of them as would be generally serviceable to the particular branch office, depending upon the usual destinations covered by applications filed with that branch office. These cards, supplemented by definite instructions regarding commodities and countries of destination, enabled the branch offices either to grant or to refuse, without reference to Washington, a very much greater percentage of the export applications. Although it was not possible to put this procedure into effect until February 1, 1919, by the end of February branch offices were passing upon approximately 75 per cent of the applications requiring individual export licenses without the necessity of reference to Washington, and subsequently this percentage was very materially increased as further relaxations in export control were made, reaching almost 90 per cent in some branch offices. As the procedure in cases so passed upon by branch offices made a saving of from two days to nearly two weeks in the time between filing an application and receiving the notice of the action taken thereon, its importance to the exporting and shipping public is quite obvious.

The system of handling import applications in branch offices was different from that for export licenses. They were viséed by branch offices to see that they were in proper form and that they contained all necessary information, and were then forwarded to Washington,

where they were passed upon and where the actual licenses were issued.

A great deal of work was done for the Bureau of Transportation by the branch offices located on the seaboard, particularly those at New York, Norfolk, New Orleans, San Francisco, and Seattle. At any port where a branch office was located the licensing of bunkers and ship stores was done by the branch. The office at Norfolk confined its activities to Bureau of Transportation work. The branch offices also did considerable investigating for the Bureau of War Trade Intelligence. This was particularly so at the New York office, where a large force did nothing else. In performing this large volume of work for the various bureaus mentioned, the branch offices not only relieved these bureaus of a considerable portion of their work but, by reason of their proximity to the trade, materially assisted in accelerating it.

Nearly three-fifths of the personnel of the bureau was located in the New York branch office. Over 60 per cent of the export and import applications submitted to the War Trade Board originated in New York, and for this reason it was necessary to keep a large force in that city. The daily number of callers at the New York office rarely fell below 500, and occasionally it exceeded 1,200. The volume of work made it economical to install private telephone and telegraph connections between the New York branch office and the Washington office. While the daily number of telegrams to New Orleans warranted it a private telegraph wire between the New Orleans branch office and the Washington office was maintained.

In March, 1918, a five-day conference of the special agents was held in Washington and a series of talks on different phases of War Trade Board work was given by men connected with its various bureaus in Washington. Thereafter during the year representatives from the branch offices were brought to Washington as often as it seemed desirable and placed in touch with the various trade and country advisers of the Bureaus of Exports and Imports in order that they might be kept thoroughly informed as to the policies of these advisers and be in a position to keep the public advised as to them.

WORK DONE THROUGH OTHER DEPARTMENTS OF THE GOVERNMENT.

In addition to managing the branch offices, the Bureau of Branches and Customs was charged with the duty of transmitting the rulings of the War Trade Board to the Customs Division of the Treasury Department, the Post Office Department, and the Railroad Administration, all three of which voluntarily assisted the War Trade Board in its work. Without the assistance of these bodies the War Trade Board could not have enforced its decrees.

The work done by collectors of customs for the War Trade Board was particularly important. They checked up all exports and imports that passed through their hands with the licenses issued by the War Trade Board, and saw that nothing left or entered the country in violation of its rules. Too great praise can not be given them for the valuable assistance they rendered the War Trade Board in this respect. The supervision of this vitally important work, in so far as exports were concerned, brought the Bureau of Branches and Customs in close contact, not only with the Customs

Division of the Treasury Department, but also with the individual collectors at the more important ports throughout the country.

In conjunction with the Customs Division of the Treasury Department the Bureau of Branches and Customs worked out numerous arrangements for the inspection of certain goods and licenses at points other than ports of exit, thus enabling the War Trade Board to obtain early information as to attempts to evade its regulations and enabling shippers to dispatch licensed goods promptly.

In conjunction with the collectors of customs along the Mexican and Canadian borders, a system of frontier retail traffic was devised under which the Mexican and Canadian populations living near the border were permitted to purchase foodstuffs and other articles necessary for their subsistence from the retail stores on the American side. With Mexico this was a highly important factor, inasmuch as the Mexican population living near the border was dependent to a large degree upon what they could purchase on this side of the line.

The Bureau of Branches and Customs also supervised exports by mail. Through the Post Office Department it kept the postmasters throughout the country advised as to the rules of the War Trade Board regarding postal shipments, and it was charged with the duty of answering the thousands of letters from postmasters and individuals asking for information in regard to such shipments.

A similar duty was placed upon the bureau in connection with the Railroad Administration. In order to avoid congestion at seaboard and along the Canadian border the Railroad Administration made every effort not to accept export freight at interior points unless the exportation was licensed by the War Trade Board. This necessitated keeping the Railroad Administration informed up to the minute as to many War Trade Board regulations. Owing to the loss of papers and other unavoidable causes some congestion occurred along the Canadian border, and a system of clearing freight held up at the border ports for lack of export license was evolved by the Bureau of Branches and Customs in conjunction with the Railroad Administration, the Customs Division of the Treasury Department, and the Department of Commerce. Under this system the Bureau of Branches and Customs received immediate notice of all cars so held and arranged for their quick clearance as far as the War Trade Board was concerned. Approximately 2,000 cars were cleared under this arrangement within 24 hours of their arrival. Until this system was put into operation such cars were seldom cleared in less than 10 days, and it frequently took considerably longer.

Coming in contact as it did with these other departments of the Government, the Division of Customs and Postal Regulations of the bureau was frequently called upon to devise new procedure in connection with the control of exports. Among the new procedures so devised were:

(1) "Procedure for filing shipper's export declarations and export licenses with collectors of customs," which procedure was prescribed jointly by the Treasury Department, Department of Commerce, and the War Trade Board, and was placed in operation with the approval and assistance of the Department of State. A new form of shipper's export declaration was designed to comply with the trading with the enemy act.

(2) Revised partial-shipment procedure, which dispensed with the system of using a separate document certified to before a notary public as a partial-shipment certificate and in place thereof provided for the use of the shipper's export declaration as a partial-shipment authority in itself. The Post Office Department cooperated with the War Trade Board in this revised procedure and appointed all postmasters of first and second class offices, about 3,000 in number, to act as agents for the War Trade Board in certifying to partial shipments against export licenses.

(3) Preparing circulars for adoption by the Railroad Administration outlining the regulations of the War Trade Board for the guidance of local freight agents in accepting freight for export.

(4) "Revised regulations governing the exportation of merchandise by mail," a procedure for more effectively controlling the exportation of merchandise through the mails. This procedure and the forms to be used therewith received the approval of the Post Office Department, the Censorship Committee, and Department of Commerce, but was recalled from the Public Printer and its operation postponed when the armistice was signed.

(5) "Revised regulations governing in-transit shipments" and forms to be used therewith, which received the approval of the Treasury Department, the Railroad Administration, and the Department of State. This procedure was designed to control in-transit shipments at the point of origin, but as the armistice was signed about the time it was to be placed in effect, its operation was postponed.

(6) A special blanket license covering the exportation of printed matter by mail to all countries, which license was issued based on arrangements made with the Postal Censorship Committee whereby the censorship of printed matter and all investigation relative to the propriety of allowing same to leave the country was assumed by that committee.

(7) Early in the year 1919 there was delegated to this bureau the duty of drafting new special blanket export licenses (RAC licenses), or of amending existing ones, as rapidly as changed conditions made it possible to do so.

In order to see that the various branch offices and collectors of customs were kept fully advised as to the regulations and policies of the War Trade Board, a traveling representative was maintained, whose sole duty was to visit the various parts of the country and inspect the work that was being done for the Board.

On account of their detailed familiarity with the policies and regulations of the Board, three members of the Washington office of this bureau were ordered to Paris, France, as special assistants to the chairman of the War Trade Board.

CLOSING THE BRANCH OFFICES.

The drastic reductions in the export conservation list, the pronounced extension of the scope of the series of special exports licenses (RAC licenses), and the withdrawal of the enemy trading lists had brought about such a freedom from control of foreign commerce that various branch offices rapidly ceased to be of any material

benefit to their respective districts. Therefore, the branch office at Portland, Oreg., was converted on March 1, 1919, from a regular branch to a cooperative office, and the branch office at Savannah, Ga., was discontinued on March 15, 1919.

The issuance of April 4, 1919, of an RAC license reducing the control on shipments to Mexico made possible the closing on April 15, 1919, of the branch offices at El Paso, Eagle Pass, Galveston, and Laredo in Texas and Nogales in Arizona. The branch office at Mobile, Ala., was also closed on the same date.

In consequence of further extension of special export licenses the branch offices at Boston, Mass.; Detroit, Mich.; Los Angeles, Calif.; Philadelphia, Pa.; St. Louis, Mo., and Seattle, Wash., and the cooperative offices at Cleveland, Ohio; Minneapolis, Minn., and Portland, Oreg., were closed on May 1, 1919, leaving the four largest offices at New York, N. Y.; Chicago, Ill.; New Orleans, La., and San Francisco, Calif., which were closed on May 15, 1919. Although the New York office ceased to function as a branch office, the Bureaus of Exports and Imports and Transportation each retained a representative there until July 31, 1919, for information purposes. This left merely the branch offices in the "outports," namely, San Juan, Porto Rico; Juneau, Alaska; Guam; Manila, Philippine Islands; St. Thomas, Virgin Islands; Honolulu, Hawaii; Tutuila; and the Panama Canal Zone, the duties of which as War Trade Board agencies gradually diminished as the War Trade Board ceased to function.

Because of the functions of this bureau in obtaining the cooperation of the Division of Customs of the Treasury Department and of the Post Office Department in matters of export control, and because of the necessity of completing certain administrative matters pertaining to the bureau, the Washington office of the Bureau of Branches and Customs was continued as such until June 30, 1919, when the remaining personnel was transferred to the Department of State.

III. AGENCIES OF INVESTIGATION AND RESEARCH.

THE BUREAU OF RESEARCH AND STATISTICS.

THE TWO DIVISIONS OF THE WORK.

Since the beginning of export control the statistical work done in the War Trade Board has been of two distinct types—that of research and investigation, and that of keeping and tabulating the records of licenses and of current exports and imports. For the first two months the two functions were fulfilled by the section of War Trade Statistics of the Division of Export Licenses. Under the Exports Administrative Board, the Division of Research of the Bureau of Export Licenses had both types of work in charge, though a subsection was detailed to the tabulating of licenses. When the War Trade Board was organized, the two functions were fulfilled by two bureaus—the Bureau of Research and the Bureau of Tabulation and Statistics. These existed as separate bureaus until November, 1918, when they were combined into the Bureau of Research and Statistics, with a Division of Research and a Division of Tabulation and Statistics.

Since the type of work, the functions, and the problems of organization of these two divisions were distinct, and since during more than one year they were two separate bureaus, they will be treated separately.

THE DIVISION OF RESEARCH.

THE ORIGIN AND FUNCTIONS OF THE BUREAU OF RESEARCH.

The need for a group of research men.—The need for trained men to analyze the statistics of exports and imports of this country and of other countries was recognized as soon as the problems of export policy were considered. The subcommittee on export licenses included in its recommendations that there should be “a War Trade Statistical Division to arrange and interpret statistical material which is already available in the Bureau of Foreign and Domestic Commerce.” This section was organized as a part of the Division of Export Licenses of the Bureau of Foreign and Domestic Commerce, beginning active work about July 10, 1917. The staff of the section consisted of ten experienced economists and statisticians.

The first investigations.—This small group began working at once upon investigations bearing on various problems. Our exports to the northern neutrals, their imports from other countries, and our supplies of commodities which we had been exporting to them were studied; investigations on commodities to be conserved, such as mineral oils and foodstuffs, were made; a study was made of coal and coke, with special reference to bunker allowances. An

analysis was made of the tonnage of Swedish, Norwegian, Danish, Dutch, and Spanish vessels clearing United States ports.

The evolution of the bureau.—The functions of this statistical research group became more clearly defined in August, when, under the Exports Administrative Board the War Trade Statistical Section became the Division of Research of the Bureau of Exports. The work then became more clearly divided into two fields—studies of commodities and studies of the trade of foreign countries. A staff of 10 research men and 25 clerks carried on the work. A separate Division of Transportation took over questions regarding shipping and ships' bunkers. When the War Trade Board was organized in October, 1917, the Division of Research became the Bureau of Research.

The functions.—One of the outstanding facts throughout the war has been the great importance of essential commodities, the control of which was in itself a power of prime importance in the prosecution of war. In order to use to the best advantage the power resulting from control of rich resources of many necessary materials, statistical information was essential to the War Trade Board. Not only this, but it was often needed on short notice and frequently required a considerable amount of labor, technical knowledge, and statistical experience. The place of the research group, made up of men familiar with particular commodities or countries who could give their full time to the study of these problems, was an important one in the efficient prosecution of the war trade policy.

The functions of the Bureau of Research may be outlined as follows:

- (1) To investigate and answer requests for information submitted by the members and officials of the War Trade Board and other Government organizations.
- (2) To keep at hand and in a form easily available information regarding questions constantly before the War Trade Board.
- (3) To initiate investigations in order to anticipate inquiries and in order to prepare reports which would prove valuable to the War Trade Board and other war agencies.

It is attempted in the following pages to show by some examples the various ways in which the Bureau of Research contributed to the work of the War Trade Board by supplying statistical and economic information.

THE VARIOUS KINDS OF WORK.

The early work on the export conservation list.—The domestic conservation program was necessarily determined largely by the Food Administration, the Fuel Administration, and the War Industries Board, and administered by the trade advisers in the Bureau of Exports. The Bureau of Research contributed to the formation of the list through supplying statistical data to these agencies when specific questions were asked. Besides this, however, the Bureau of Research made several investigations in the early days of export control before the War Industries Board was functioning which were influential in placing on the conservation list one or two commodities and in the formulation of a definite export policy in the case of

others. Significant among these was a report on the canned milk situation, made in September, 1917, pointing out the great increase in our exports of canned milk to countries not vitally connected with the war as well as to the Allies, and our consequent greatly increased consumption of tin plate. This report was influential not only in bringing about the restrictions on the exportation of tin plate, but in the later efforts by the War Industries Board to conserve the use of tin plate for food containers. In December the seriousness of the tin situation became more acute, and a great deal of study was devoted to this subject. Valuable information was furnished the Board and the Bureau of Exports by the Bureau of Research. The work involved the sending out of questionnaires, the determination of the requirements of meat-packing concerns in South America which were furnishing supplies to the Allies, and the estimation of possible supplies available from the Straits Settlements, Bolivia, and the Dutch East Indies. Information as to decreased imports of tin from the Dutch East Indies in the early months of 1918 was furnished, together with other statistical data and information essential to the Board in negotiations with the Dutch Government for obtaining a greater supply of this essential commodity. Tin was one of the numerous commodities on which much information was supplied vital to the efficient work of the Board.

Another subject which received a great deal of study in the early days was mineral oils. A report was made in August, 1917, showing in detailed tables our greatly increased exports and pointing out the shortage which would result if restrictions were not put on the exportation of this commodity. The tables showed details of the trade, production, and consumption of the various kinds of mineral oils and were valuable in the determination of a policy of conservation.

In December, 1917, at the request of the Bureau of Exports, a thorough investigation of the chemical situation was made, to be used as a basis for a definite policy.

As the commodity list grew, statistical information essential in the formulation of the conservation program on specific commodities was called for by various trade advisers and trade distributors.

The rationing of Latin America.—Many countries of Latin America had become increasingly dependent during the war on the United States for coal, iron, certain foodstuffs, and other essential commodities. Although the problem of rationing Latin America with foodstuffs was studied by the Bureau of Research in some detail in the late fall of 1917, and the results of this study were furnished to the Board, the food program was determined by the Food Administration and carried out through the trade adviser on foodstuffs in the Bureau of Exports. From that time the Bureau of Research did no further work on this problem except to answer specific questions and supply some statistical data. The determining of rations for commodities other than foodstuffs, such as coal and iron, was done by the Fuel Administration and the War Industries Board, and allocation was administered by the trade advisers in the Bureau of Exports, who were furnished with statistical data from the Bureau of Research.

The investigations on which were based the Board's policy regarding import restrictions were not carried on by the Bureau of Re-

search. The working out of the import program was the function of the Division of Planning and Statistics of the Shipping Board, which was organized for this purpose.

Shipping preference lists to South America.—The scarcity of shipping for exports to the east coast of South America, which became pressing in the early spring of 1918, necessitated a plan for properly allocating the limited shipping space to exports essential to those countries. The planning of a method for so allocating space was done by the Bureau of Research in cooperation with the Bureau of Exports. The export preference plan, which was finally adopted in November, 1918, involved the rating of all commodities in four classes. There was necessary a considerable amount of study of the trade, industries, and needs of the countries involved, with special reference to the industries in these countries which were contributing essential war supplies to the United States and the Allied Governments. The plan necessitated classification of all exports to the east coast of South America into four classes. Licenses were rated according to these classes with a shipping preference number I, II, III, or IV and were shipped from the docks in the order of priority indicated by this rating. It was the work of the Bureau of Research to classify the numerous commodities for each country into these four groups. Detailed lists for each country were drawn up, in which export commodities were classified according to four considerations: First, those needed by industries furnishing war supplies to the Allies; second, those essential to the economic life of the country; third, those whose export would help our rate of exchange; and, fourth, other important customary exports.

Negotiating with neutrals.—The formation of the war trade policy was necessarily one which was based to a considerable extent upon diplomatic as well as upon economic and military considerations. Owing to the nature of the situation, the Board worked in close cooperation with the Allied Governments, basing the policy of the United States largely upon the experience and the policy of Great Britain and France. For these reasons the nature of the problems of the embargo against the northern neutrals were such that the primary outlining of rations for these countries was necessarily more advisedly done by the War Trade Statistical Division of the Allied Blockade Committee in London than by a statistical organization in Washington. Although extensive work on this subject was done by the Division of Research and rations were outlined for each of the northern neutral countries, probably the most valuable statistical work done in the early days was in answering specific questions and supplying statistical data to the Exports Council or the War Trade Board when information was needed. Many tables of exports and imports were furnished, and numerous special investigations were made. A few examples will show the nature of the information given from time to time. An investigation was made in November, 1917, of the exports of iron ore from Sweden to Germany and the importance of these supplies to the Central Powers. A report on the exports of fish from Norway to Germany was made. A report was requested in March, 1918, on the Danish rubber situation, and one on the Danish shipbuilding program for 1918. Such requests were numerous through the winter and spring of 1918, but

so far as the Norwegian, Swedish, and Danish agreements were concerned, practically no comprehensive studies were made outlining a policy. The same may be said of the work done for the Spanish agreement, signed March 7, 1918, and the first Swiss agreement, signed on December 5, 1917.

On the other hand, the work done by the Bureau of Research in connection with the Dutch agreement, which was signed in November, 1918, was of a more comprehensive nature. The details of the rationing plans were drawn up by the group working especially on Holland. These rations were based on an intensive study of the situation, and were adopted substantially as recommended to the Board.

The work of the Bureau of Research in connection with the second Swiss agreement was even closer to the actual determination of policy. Over a month before the date when the Swiss agreement was to expire an intensive study of the Swiss situation was begun. On September 17 the agreement was extended for one month, and it was not until November that the first meetings were held with Swiss representatives. During these two months nine research men carried on this investigation into the Swiss situation, considering her needs and the commodities which she could supply to the American Expeditionary Forces. The Swiss requirements of each essential commodity, trade agreements between Switzerland and other countries, shipping conditions, and other phases of the problem were examined. In September a memorandum on the general situation was prepared for the members of the Board; outlining the information at hand on each phase of the negotiations. When the meetings with the Swiss representatives were held in December, the man in charge of these investigations attended as economic adviser. The advantages of this thorough preliminary investigation of the situation and of having the advice of the man who had all the facts at hand proved significant during the course of the negotiations. The signing of the armistice changed the outcome of the negotiations, making possible more lenient rations and in part removing the need for supplies from Switzerland for the American Expeditionary Forces.

The Bureau of Research was called upon for information in cases where the War Trade Board was negotiating for essential supplies where formal agreements specifying rations were not involved. An example is in the case of the arrangements made for the purchase of mules in Spain for the American Expeditionary Forces. The American Expeditionary Forces were in need of a large number of horses and mules. It was decided in June, 1918, to purchase as many as possible in France, England, and Spain in order to save shipping tonnage. In July 35,000 Spanish horses and mules were purchased, to be delivered in France during the period July to October. Before any appreciable number of these had been delivered the Spanish Government placed an embargo on the exportation of horses and mules, in this way cutting off further deliveries to the United States Army. Undoubtedly the Spanish Government realized the urgent need of these animals and calculated that by an embargo on their exportation supplies of much needed commodities could be obtained from the United States. Negotiations between the War Trade Board and the Spanish Government continued throughout the summer. In October the situation became urgent; the American Army in France was in need of horses and mules and Spain had put

her refusal to grant export permits for the animals that had been purchased on the grounds of a shortage.

The success of the negotiations, then, apparently depended upon a determination of the facts. If the American representatives could show that a shortage of these animals did not exist, their position would be greatly strengthened. The representative of the War Trade Board in Madrid cabled to Washington asking whether the Bureau of Research had any information with respect to the number of horses and mules needed for farming in Spain and quoting a Spanish periodical stating that the present supply was largely in excess of the number in 1913.

The information which the Bureau of Research was able to furnish was cabled to Madrid. It pointed out the following three facts:

- (1) That Spain had 181,000 more horses and 287,000 more mules than the average number of the years 1913-1916 and that it was improbable that the requirements of these animals for farming were so much in excess of those years.
- (2) That a neutral country could increase exports of horses and mules enormously to meet war conditions, as evidenced by the fact that the United States had increased exports of horses and mules more than twelvefold during the Boer War and, as a neutral in the first two years of the present war, had increased exports to the allied countries by nearly 20 times in the case of mules and nearly 10 times in the case of horses.
- (3) The number of mules and horses per capita in Spain had increased since 1916 and this number was greater than in France.

These facts, though fragmentary, were probably valuable to our representatives as lines of argument in the negotiations which followed and which resulted in the issue by the Spanish Government on November 3 of permits for the exportation of 11,000 animals and a promise for permits covering the number contracted for in July, the United States in turn promising to issue licenses for the exportation of a quantity of ammonium sulphate to Spain.

Other examples could be cited where information was furnished by the Bureau of Research, such as in connection with the negotiation with Brazil for manganese in the early part of the year, and the cases mentioned above, of obtaining further supplies of tin and quinine from the Dutch East Indies.

Country and commodity books.—In the early part of 1918 the Bureau of Research developed a set of country and commodity reports which were collected into two books and submitted to each member of the Board, to the Contraband Committee, and to the director of each bureau. The purpose of these books was to give in a condensed form the significant facts and figures regarding the commodities and the trade of countries which were of importance in the war program. The commodity book, for example, outlined civilian and military requirements, production, stocks on hand, of about 60 important commodities, together with other facts which might be significant. The country book outlined briefly the political, financial, and military situation and gave figures of imports, exports, production, and consumption of a dozen countries. These books

were constantly kept up to date by the addition and substitution of new pages when fresh information bearing on these subjects was obtained. The compilation of this material in an orderly and condensed form proved valuable as reference to members of the Board and to some of the directors.

These books were kept up to date until the latter part of the spring. After that time general country reports were made whenever there was any particular need for a comprehensive picture of the trade situation in any country. For example, a survey of the trade with the Dutch East Indies was made when the embargo was placed upon tin by that colony. A study on the "economic situation of Japan" was completed in the fall. A study was made, also at this time, which was published and widely distributed, entitled "Export Trade Policy of the United Kingdom," showing the decline in Britain's export trade during the war. Commodity studies were likewise made when occasion arose.

Special requests for information.—It has been emphasized above that the Bureau of Research contributed to the success of the war program largely through the answering of specific requests. The listing of a few examples will best show the type of information furnished. A report was made showing phases of the commercial relations between Brazil and the United States which should be considered in connection with the pending negotiations for a loan. A request was received for a brief statement of the production, consumption, and uses of ammonium sulphate in the United States, with especial reference to the amount which could be spared to Spain. Other examples follow: The supply of lubricating oil in Germany and her exports to Sweden, and an analysis of trade between the United States and Venezuela.

In answer to a request from the Bureau of Exports, a report was made showing that the commodities being licensed to the Azores at that time were not likely to be of any assistance to the enemy either by being available to submarines or as reexported to an enemy country.

The following are further examples of requests for information from the Bureau of Exports:

(a) Holland's imports from the Scandinavian countries:

It is understood that about 50,000 tons of shipping is engaged in the trade between Holland and the Scandinavian countries. Just what is Holland receiving in this way?

(b) Wood pulp:

Determine whether there is a shortage of wood pulp at present, if we are importing wood pulp, and if so, in what amounts. Can we afford to export any of it?

(c) Exports of dried prunes and peaches, from the beginning of 1913 to date, to various countries. This is for allocation; therefore, quantities to all countries possible must be obtained.

(d) Dutch East Indies:

How many Dutch troops are stationed in the Dutch East Indies? Are there any campaigns against natives under way? What is the normal import of automobiles into the Dutch East Indies? Approximately how many miles of

automobile roads are there? What is the total number of automobiles in the islands at the present time? What public utilities are run by the Government of the Dutch East Indies? Is the new work done by contract or by Government employees?

Reports were written and statistical data collected for agents of the War Trade Board in foreign countries to serve as guides and reference in their work.

Studies for the Russian Bureau.—Especially interesting is the work done on Russia for the Board and for the Russian Bureau. In August, 1918, a report was made outlining food rations for the Murmansk region and giving suggestions as to the types of clothing and tools that should be sent. The information included was based upon dispatches to the Department of State, a report of the Murman railroad, and upon conferences with Mr. Vladimir Gorischkovsky, chief engineer of the Murman railroad. The program of rationing the Murmansk district, outlined in this report, was carried out as recommended so far as was possible with the existing transportation difficulties.

In September a report was made for the Board on the problem of economic relief to Czecho-Slovakia, outlining needs, available transportation facilities, and difficulties to be overcome in carrying out a program of relief. A table showing a suggested three months' program of exports to Vladivostok was included in this report. In October the War Trade Board of the United States Russian Bureau was incorporated. The corporation constantly called upon the Bureau of Research for further information regarding Siberia, such as:

A brief statement of political changes which had occurred in Russia since the revolution.

Dock facilities at Vladivostok.

Cooperative associations in Siberia.

Supplies of shoes and shoe machinery in Siberia.

Desired imports from Eastern Asia.

The possibility of our need for a quantity of alcohol available for shipment from Russia.

Reports to other Government organizations.—At the request of the Fuel Administration reports on the coal situation in Italy, Brazil, Argentina, Uruguay, and Peru were made in the fall of 1917 and the early part of 1918, showing the increase of imports of American coal and a decrease in the imports of British coal. The shortage existing in each of the countries (except Peru), the requirements, other sources of supply, and possible substitutes were given. This information was necessary to the Fuel Administration in the determination of an export conservation policy for fuels. Other special requests for statistical data regarding fuels were answered during the year.

The Treasury Department was in need of a report on the balance of trade, or, better, balance of financial obligations between the United States and certain foreign countries, in order to watch the trend of commercial and financial obligations of the country. The study was originally planned to cover trade, shipping, insurance, and investment accounts, the first three to be done by the Bureau of Research and the fourth by the Treasury. The Treasury abandoned its share

of this program because of the difficulty of obtaining trustworthy data. The balance of merchandise accounts was available from the records of the Bureau of Foreign and Domestic Commerce and shipping data were obtainable in more accurate form than ever before because of the newly established control over shipping by the Shipping Board. The balances on insurance account were estimates subject to a considerable amount of error in themselves, but they represented too small a percentage of the final result to have affected it to an important extent. The report undertaken by the Bureau of Research, covering the first six months of the year 1918, was completed in October, and was submitted to the Department of the Treasury. A request for a second study was made by the Treasury and a report covering the last six months begun.

The following further examples show the type of information requested from other Government organizations:

- (a) Statistics showing the imports and exports between the United States and Mexico during the past year, including values.—Requested by the Treasury.
- (b) Foodstuffs: Complete list of the amount of foodstuffs which the United States is required to export to various neutral countries by trade agreement, giving the amounts promised to each country, and the dates between which these must be exported; also, any future agreements or revisions of present agreements that may be made.—Requested by the Food Administration.
- (c) Purchases in Spain for the American Expeditionary Forces: A brief summary statement was desired concerning the purchases made by the American Expeditionary Forces in Spain for the purpose of conserving labor, fuel, and transportation.—Requested by the Central Bureau of Planning and Statistics.
- (d) Cork and cork waste: World's production of cork and cork waste during recent years and during the past 12 months. General figures specifying the particular commodity and the ports from which these supplies are exported.—Requested by the War Industries Board.
- (e) Binder twine: When should binder twine be shipped from New York in order to be available for the Argentine harvest of wheat?—Requested by the Shipping Board.
- (f) Rubber: Data as to prices of prime, ribbed, smoked sheet rubber, and up-river Bolivia fine Para. Market prices during month of May on three kinds—free, allocated, and spot.—Requested by the Navy Department.
- (g) Calcium carbide: Calcium carbide situation in Sweden. Quantity and price at which calcium carbide should be obtained for early delivery in New York.—Requested by the War Department.
- (h) Shoes: How many shoes can the United States furnish Europe, now that peace is at hand?—Requested by Senator Lodge.

The following table represents the number of requests of the varied nature already indicated which were made to the Bureau of Research during the period August 1, 1918, to December 31, 1918:

Requested by—	Numbers.
War Trade Board members-----	42
Other War Trade Board requests:	
Bureau of Exports and trade advisers-----	77
Bureau of Imports-----	20
Contraband Committee-----	8
Bureau of War Trade Intelligence-----	7
Bureau of Foreign Agents-----	4
Bureau of Research-----	4
Branch offices-----	2
Bureau of Transportation-----	2
Bureau of Administration-----	1
Bureau of Enemy Trade-----	1
Bureau of Branches and Customs-----	1
War Industries Board-----	33
Shipping Board-----	19
United States Food Administration-----	15
Department of Agriculture-----	13
Central Bureau of Planning and Statistics-----	12
United States Fuel Administration-----	7
Department of State-----	5
Military Intelligence-----	3
Federal Trade Commission-----	2
United States Senate-----	1
Department of the Treasury-----	1
All other-----	12
Total-----	281

The above table represents only a period of five months. It should also be noted that a great deal of information was given verbally or sent without a written request. The table is, therefore, only a rough indication of the number of times different agencies turned to the Bureau of Research for information.

Beginning October 19, 1918, two copies of every table and report filed were sent to the Department of State. All material filed concerning the northern neutral countries was sent by request to the office of the War Trade Board in London, beginning September 11, 1918.

Revision of the conservation list.—A plan was under way in the early part of November for making a thorough study of the conservation list in order to revise it, adding or removing commodities as suggested by the commodity and country specialists, and making it consistent in all parts and in harmony with the import program. After the signing of the armistice, however, the plan was modified to provide for a cutting down of the conservation list made possible by the cessation of hostilities.¹

Reports for the Peace Conference.—The work of the Bureau of Research did not end with the signing of the armistice. In the latter part of November and through December two sets of studies were made by the Divisions of Planning and Statistics of the Shipping Board and of the War Industries Board and the Bureau of Research for the members of the mission of the United States to the Conference to Negotiate Peace. The first of these consisted in tabu-

¹ See pp. 149-150.

lations showing estimates of the probable accumulated stocks or shortages of a selected list of important commodities in the chief countries of the world. The second set of studies consisted in reports on eight classes of commodities giving stocks on hand, probable requirements, production and available sources. The aim of the first was to give a measure of the present situation in regard to supplies of the important countries, and of the second to show the existing conditions regarding the important commodities of the world.

In the early part of December the President designated the Central Bureau of Planning and Statistics¹ to supply the statistical data to the economic advisers at the Peace Conference. This bureau depended upon the Divisions of Planning and Statistics of the Shipping Board and the War Industries Board and upon the Bureau of Research and Statistics for the larger part of the economic and statistical information which it transmitted to the Peace Conference. In several instances the Bureau of Research and Statistics was called upon to prepare reports answering cables or letters from the American delegates for economic and statistical information. Examples of requests from the Peace Conference answered by the Division of Research were as follows:

Estimate of the accumulated import requirements of Czecho-Slovakia and Jugo-Slavia.

Commodities needed for reconstruction in France and Belgium which should be supplied by exports from the Central Powers.

Certain questions regarding German indemnity.

Besides answering specific requests, the staff worked constantly collecting material which might be of service at the Peace Conference. It was the policy of the bureau to send all the material it was able to put into shape, although only a small portion of it might be used by the economic advisers in Paris.

Late in December each research man in the bureau went through his files, collecting all the statistical material which might be of value to the American economic advisers at the Peace Conference. This material was sent and was followed by further reports from time to time.

Brief comprehensive studies on the principal countries and commodities were begun by each research man, the purpose of which was to show the trade conditions before the war, the changes during the war, and the probable trend in the near future. The greater part of the time of the country staff was spent on these studies during the months January to May. Following is the list of these studies which were completed and transmitted to the Peace Conference during that time:

*Country studies.*²

Belgium and	Norway.	Jugo-Slavia.
Belgian Congo.	Sweden.	Brazil.
Holland.	Finland.	Argentina.
Switzerland.	Italy.	China.
	Roumania.	Great Britain.

¹ This bureau was organized in August, 1918, for the purpose of (1) coordinating the statistical work of all Government departments, and (2) preparing weekly progress reports of the work of all Government departments for the President. (See also p. 247.)

² Some of these reports were revised for publication. (See p. 244.)

The following commodity studies were also transmitted to the Peace Conference:

Commodity studies.

Oats.	Rice.	Meat and dairy
Rye.	Wheat.	products.
Barley.	Wool.	Glassware.
Corn.	Cotton.	Coarse fibers.

Other work of the Division of Research in 1919.—Aside from the preparation of reports for the Peace Conference, the Division of Research continued to fulfill its primary function of supplying statistical and economic information necessary to the War Trade Board in determining and executing its policies. In the relaxation of the various trade restrictions by the Board, investigations were made and information furnished in regard to the following general problems:

- (1) In the relaxation of commodity control by recommendations on the removal of commodities from the conservation list.
- (2) In the relaxation of the blockade through investigations on the northern neutrals and through recommendations for additions to the free list of exports.
- (3) In the relaxation of enemy trade restrictions through investigations into the problem of imports from Germany to determine those commodities available in Germany for exportation which might be advantageously imported into the United States.
- (4) In the fulfillment of incurred obligations by investigations and recommendations regarding the removal of commodities from the lists of restricted imports.

Northern neutral rations.—Compilations were made at the request of the Board showing comparisons between the rations of the northern neutrals in the different agreements, and in some cases estimates were given for the import needs of these countries based upon the available information as to stocks on hand and consumption.

Reducing the export conservation list.—In relaxing restrictions on exports, the Division of Research was consulted. Each commodity on the export conservation list was considered by the commodity man in charge, and if it was thought desirable that a commodity remain on the list for reasons of conservation, need for reconstruction in Europe, enemy trade control or for controlling the still limited shipping tonnage, the recommendation was made and the reason given. The same procedure was followed in the Bureau of Exports and in the Bureau of War Trade Intelligence, so that the reduction of the conservation list was based upon recommendations by three bureaus considering the subject from different points of view. Reports were also requested by the Board from time to time on special commodities.

Additions to the free list.—In March the division was requested by the Board to recommend commodities which might be added to the free export list to the northern neutrals. A study was made of German prewar trade, information was obtained from military in-

telligence concerning stocks of commodities in Germany, and recommendations made for the addition of commodities of which Germany had sufficient supplies, or of commodities of no military or industrial value.

Imports from Germany.—On April 24 the War Trade Board instructed the Bureau of Research to prepare a report for the Board on "all commodities which are now being manufactured in the United States, but which, prior to the war, were largely imported into the United States from Germany." This investigation was requested for the purpose of determining what commodities it would or would not be advantageous to import from Germany. The two commodities which fell most obviously into this group were potash and dyes.

Potash.—A report outlining the condition of the potash industry in this country was being drawn up by a subcommittee of the Economic Liaison Committee of the Department of State. The subcommittee which was considering this question consisted of representatives of the Departments of the Interior, War, State, Agriculture, Commerce, and the Railroad Administration. The commodity man on potash in the Bureau of Research was made a member of this committee. The recommendations in this report guided the War Trade Board in its policy of retaining the prohibition of imports of potash from Germany.

Dyestuffs.—The dyestuff industry stood out preeminently as one which had been developed in this country as a result of the cessation of trade with Germany during the war. The question was before the Board as to what particular types of dyes and dyestuffs could not be made in this country and which could, therefore, be imported from Germany with advantage to the United States.

An extensive investigation was necessary to determine the facts. The question was referred to the Bureau of Research, where a plan was outlined for the appointment of an Advisory Committee on Dyes to be composed of makers and users of dyes, and to make recommendations to the Board as to what particular dyes should be licensed for importation from Germany; these recommendations to be based upon a thorough investigation of production and consumption of dyes in the United States.

On the recommendation of the Bureau of Research the Advisory Committee on Dyes was appointed early in May. Questionnaires to makers and users of dyes were sent out from the Bureau of Research. The returns from these questionnaires were tabulated in the bureau for the use of the Advisory Committee in the preparation of their recommendations and for the use of the Board itself. The individual returns were treated as strictly confidential, and only the tabulated consolidated report submitted to the Advisory Committee.

Latch knitting needles.—The knitting-needle industry was not one which had been established as a result of the war, but it was an industry which had been radically affected by war conditions. Machines for making needles had been adapted for making certain types of needles needed in the manufacture of soldiers' socks, etc., and time was required for readapting them to normal conditions of demand.

Applications to import latch knitting needles of German origin led to an investigation of the situation. Needle manufacturers and hosiery and underwear manufacturers using these needles were inter-

viewed. It was the policy of the Board not to import goods of German origin unless there was a distinct need for them in this country. After a preliminary investigation by the Bureau of Research it was concluded that there might be a shortage of a particular type of fine latch needle in this country and that probably the manufacturers would be in a position to meet the demands within two or three months. A hearing was held on this subject. It was recommended by the Bureau of Research after this hearing that no licenses be granted unless evidence could be presented to show that the lack of the needles was causing machines to be idle and that the needles could not be obtained in this country. Applications for licenses were thereafter referred to the Bureau of Research when the needles involved were of German origin.

Other German commodities.—In accordance with the instructions of the Board, a study was begun of other "commodities which are now being manufactured in the United States, but which, prior to the war, were largely imported from Germany." A study of our imports before the war and the domestic production of those commodities which were imported in large measure before the war was necessary. On May 19, 1919, the Board instructed the Bureau of Enemy Trade to refer to the Bureau of Research all applications for licenses to import goods from Germany, and the Bureau of Research to make recommendations as to the need of the commodities applied for, in this country. Information was obtained from Paris as to commodities available for exportation from Germany. A list was drawn up and recommended to the Board the last week in June enumerating commodities which might be imported from Germany without detriment to the United States, based upon the information obtained from Paris and from the studies which had been carried on in the Bureau of Research during May. The recommendations did not cover dyestuffs or drugs; these were referred to the Advisory Committee on Dyes for recommendation.

Removal of import restrictions.—The Bureau of Research was called upon to prepare several reports to the Board showing the condition of commodities which were being held on the restricted lists for the purpose of enabling the Government to fulfill incurred obligations.

Publications.—The report of the War Trade Board.

In December it was decided that the correspondence and documents comprising the negotiations leading up to the agreements concluded between the War Trade Board and the neutral Governments should be published for confidential Government use. The task of compiling this material, of selecting the cables and letters which would be of permanent interest and which would tell the connected story of the progress of the negotiations, was given to the Bureau of Research. A limited number of the following confidential pamphlets were published and submitted to the Government departments which might find them useful:

The Japanese Steel and Shipping Negotiations.

The Economic Situation of Japan.

The Trade and Shipping Negotiations with Spain.

The Trade and Shipping Negotiations with Denmark.

The Rationing Agreement with Norway.

The Rationing and Shipping Negotiations with Sweden.

The Requisitioning of the Dutch Shipping.

The Rationing and Tonnage Negotiations with Switzerland.

Country studies.—The economic studies of important countries which were compiled for the use of the economic advisers at the Peace Conference¹ were submitted to the Bureau of Foreign and Domestic Commerce of the Department of Commerce with the suggestion that they be published and distributed by the bureau. These studies outlined briefly the changes that had taken place in industry and trade during the war and were considered of special interest at this time. The Bureau of Foreign and Domestic Commerce decided at first to print nine of these reports, but ultimately for special reasons, published only the following:

Brazil—A Survey of Economic Conditions Since 1913.

Economic Position of Argentina During the War.

Economic Position of Switzerland During the War.

Two studies were published by the War Trade Board and distributed by the Department of Commerce together with the above series. They were the first two of the following studies:

Economic Position of the United Kingdom, 1912–1918.

Economic Aspects of the Commerce and Industry of the Netherlands, 1912–1918.

Export Trade Policy of the United Kingdom.

SOURCES OF STATISTICAL DATA AND COOPERATION WITH OTHER GOVERNMENTAL AGENCIES.

Regular official publications.—The chief source of statistical data was the Bureau of Foreign and Domestic Commerce of the Department of Commerce. The monthly and annual reports of this bureau, giving figures of the exports and imports of the United States, were the basis of a large part of the statistical work of the bureau. Reports on domestic production issued by the Department of Agriculture, the Bureau of Mines, the Geological Survey, and the Bureau of the Census were available when the statistical work was begun. As the work developed and as the studies involved investigations of the trade of foreign countries it became necessary to refer constantly to the statistical publications of foreign countries. Especially important was the publication of the International Institute of Agriculture at Rome, which was valuable as a source of data on production in foreign countries. Most of these were available in the Department of Commerce, but it was soon found necessary to obtain as many as possible for the Bureau of Research in order to save the time of the research men and to have the information at hand for answering requests on short notice. Although many factors made the securing of the official statistical publications of foreign countries difficult in many cases, a fairly complete set was available for the use of the bureau and many new publications were obtained. The difficulty, however, of securing current data on Germany and the northern neutrals hampered the work of the research men.

In addition to the official publications of foreign countries the Daily Commerce Reports and Consular Reports obtainable from the

¹ See p. 240.

Department of State gave a great deal of information which, though fragmentary, was valuable.

Data from war agencies.—As the different war agencies developed, further sources of information became available. The Food and Fuel Administrations and the War Industries Board developed improved methods of obtaining figures of production, consumption, and stocks of commodities in this country. The Military Intelligence Bureau of the War Department and the Naval Intelligence Bureau obtained additional information regarding foreign countries. The foreign agents of the War Trade Board were also in a position to furnish information which often threw light on the economic situation in foreign countries.

The official reports received currently were supplemented by a large number of reports in the form of cables and written communications from consuls, embassies, and consulates, War Trade Board representatives and agents, the Military Intelligence Bureau, Naval Intelligence, the Shipping Board Mission, and commercial attachés of the Department of Commerce. A large number of inquiries in particular were addressed to foreign representatives of the War Trade Board.

Special questionnaires to consuls.—Early in 1918 a special questionnaire was submitted by the Department of State to all consuls. This questionnaire was particularly designed to secure information for the House Commission, but copies of all the reports were made available to the Bureau of Research. In August a special questionnaire was prepared jointly by the Department of State and the Bureau of Research to serve as a basis for a monthly report to be made by each consul. This questionnaire with instructions was sent to all consuls on September 4, and the first replies were received on October 20, 1918. Twenty-five others had been received before the end of the year. In the future these reports, if continued, should prove permanently valuable as a source of economic data, since they contain information regarding general economic conditions, including import and export trade, manufacturing, transportation, agriculture, the production of lumber, mining, the shipbuilding industry, the development of water power, and the labor and financial situations in each consular district.

In addition to these reports the Bureau of Research utilized freely the Congressional Library and the libraries of the Department of Agriculture, the Department of Commerce, and the Department of State. The bureau has had a representative in the last two libraries mentioned and at the Pan American Union, constantly on the watch for information which might be of value to its staff.

Other valuable sources of statistical data were trade journals, questionnaires to producers, consumers, and exporters of commodities, and trade organizations, such as the Textile Alliance, the Tanners' Council, and the United States Steel Products Co., which cooperated with Government organizations during the war.

Data on imports and exports were obtainable from the Division of Tabulation and Statistics. This division had fairly complete figures for the year 1918, in greater detail and available more promptly than those of the Department of Commerce. These figures, though more accurate, more prompt and more detailed as to commodities, countries, and units, were often of little value in cases where comparisons

with prewar figures were necessary because of the different classification of commodities used. In watching the imports or exports of a special commodity from month to month, however, these figures were essential.

Cooperation with other war agencies.—Efforts were made at all times to make the cooperation between different Government departments and boards as advantageous as possible and to minimize duplication of work. In January, 1918, the bureau began publishing lists of data available in the files and mailing them to Government organizations known to be working in similar fields. An index was made in January of investigations being carried on by 17 different Government organizations, including the Federal Trade Commission, the War College, the Tariff Commission, and others. This index was a valuable guide to the research men. Lists of new material were published in the Daily Record of the War Trade Board. Cumulative lists were published every two or three months and mailed to other statistical organizations in Washington. In this way a considerable service was maintained. Frequent requests were answered for reports or tables which had been prepared.

Cooperation of commodity men.—In December, 1917, a plan was worked out by which the group of mineral commodities was studied jointly by a committee consisting of a member of the United States Geological Survey, a representative from the Council of National Defense, and a representative from the Bureau of Research of the War Trade Board. In this way the fullest benefit derived from all information available on a particular commodity was obtained. In an informal way, the similar groups of commodity men cooperated as the personnel increased and the organization of the various war agencies grew. For example, the "commodity man" on coarse fibers was constantly in touch with the "commodity man" working on this subject in the War Industries Board, the Shipping Board, the Food Administration, and the Department of Agriculture. Similar contacts could be enumerated in the case of many important commodities.

Special note should be made, in this connection, of the monthly bulletins on several important commodities that were published by the War Industries Board. These bulletins served a purpose similar to that of the commodity book mentioned above. They were, however, more comprehensive and were published monthly. The data regarding exports were furnished by the Bureau of Research, data on imports, production, and requirements data being furnished by the Divisions of Planning and Statistics of the Shipping and War Industries Boards, respectively.

Cooperation with the commodity staff of the Division of Planning and Statistics of the Shipping Board was maintained through the research men and the director, and through an interchange of weekly reports listing the work in progress and completed in each division. An arrangement was made by which a representative of the Division of Planning and Statistics of the Shipping Board examined the files of the Bureau of Research regularly to obtain material valuable in the investigations being made.

Cooperation of the country men.—There were few agencies in the Government in which there were men studying different countries. The Department of State, the Military and Naval Intelli-

WAR TRADE BOARD

CHAIRMAN

BUREAU OF RESEARCH AND STATISTICS

DIRECTOR

DIVISION OF RESEARCH

DIVISION OF TABULATION AND STATISTICS

COMPILATION

GENERAL OFFICE

COUNTRY STUDIES

SPECIAL STUDIES

COMMODITY STUDIES

SERVICE SECTIONS

OFFICE

OPERATION SECTIONS

CLERICAL

EDITORIAL

TYPIST

CONVERSION

CODING

PUNCHING

TABULATION

FILING

COMPILATION SECTION

SCANDINAVIAN SECTION

COMPUTATION SECTION

DEPT OF COMMERCE SECTION

FILES

STENOGRAPHERS AND TYPISTS

WEST COAST OF SOUTH AMERICA

AFRICA

SCANDINAVIAN COUNTRIES

ITALY

MEXICO-W. INDIES-CENTRAL AMERICA-N. COAST OF S. AMERICA-PARAGUAY

RUSSIA

SPAIN-PORTUGAL AZORES-GANARY IS.

CENTRAL POWERS

FRANCE-BELGIUM

HOLLAND PHILIPPINE ISLANDS EAST INDIES

CHINA AND JAPAN

BRAZIL URUGUAY

SWITZERLAND GREECE

ARGENTINA

GREAT BRITAIN

MINERALS AND RAW MINERAL PRODUCTS

BREADSTUFFS

COARSE FIBRES

SILK-WOOL-HAIR

FOREST PRODUCTS

PAPER AND PULP AND THEIR PRODUCTS MAN'FRS. OF LEATHER

COTTON AND COTTON BY-PRODUCTS

METAL MANUFACTURES

HIDES & CRUDE LEATHER MEAT & DAIRY PRODUCTS VEGETABLE & ANIMAL OILS

COAL, COKE AND MINERAL OILS

CHEMICALS

MISCELLANEOUS COMMODITIES

RUBBER

gence, the Pan American Union, and the Department of Commerce were, however, instrumental in furnishing data and also glad to receive any material which the Bureau of Research could furnish them on the countries which they were studying.

The list which follows shows the number of departments with which the country and commodity men in the Bureau of Research had contact:

Shipping Board.
War Industries Board.
Food Administration.
Fuel Administration.
Department of War.
Department of the Navy.
Department of State.
Department of the Treasury.
Department of Commerce.

Department of the Interior.
Department of Agriculture.
Department of Labor.
Tariff Commission.
Federal Trade Commission.
Pan American Union.
French High Commission.
British High Commission.
Foreign embassies.

Cooperation with the Central Bureau of Planning and Statistics.—The Bureau of Research was represented in the Central Bureau of Planning and Statistics, which was organized in August, 1918.¹ By this means the bureau was kept in touch with statistical work being carried on by the many Government agencies. Lists of data available in the files and reports in progress were contributed to the Weekly Statistical News published by that bureau. This resulted in a constant exchange of material in the form of tables and reports by the various agencies. The Bureau of Research furnished upon request an average of 25 reports or tables from its files daily.

Cooperation was also effected in the case of questionnaires sent to the trade. There had developed some confusion as a result of the numerous questionnaires sent out by different war agencies and by the different bureaus of the War Trade Board, as they frequently overlapped in the information requested. On August 5, 1918, the War Trade Board passed a ruling providing that all questionnaires sent out by any bureau of the War Trade Board should first receive the sanction of the Bureau of Research. Through its connection with the Central Bureau of Planning and Statistics the Bureau of Research could prevent much duplication and in this way helped to eliminate unnecessary annoyance to the trade resulting from constant requests for information.

ORGANIZATION.

Country and commodity groups.—From the beginning the research work was divided into two groups—the commodity studies and the country studies. This division remained throughout, and on November 11 existed as is shown on the chart facing this page. A division of special studies was added in the summer of 1918.

The general office and the compiling section.—Two other divisions made up the organization of the Bureau of Research—the typing and filing sections, under the general office manager, and the division of compilation.

The compilation of statistical data.—The function of the division of compilation was to compile statistical material for the research men. The work involved translation from foreign languages, converting values to various quantity units, and from foreign denomi-

¹ See p. 240.

nations of value and quantity to units comparable with those of the United States. This conversion work necessitated a great deal of computation. Conversion factors had to be obtained first and then the conversions had to be made. The factors for converting 1918 values to tons and pounds were obtained from the Division of Tabulation and Statistics.¹ In the latter part of 1918, when more work on prewar figures was being done, there was need for conversion figures for values of the years 1912 to 1917. These were calculated by one of the research men and compiled in a form easily used as reference. The compilation of these factors involved a study of variations in prices during those years. Necessarily there was a large chance for error; the prewar statistics published by the Department of Commerce were, however, of very little value unless so converted, since comparisons of different years were often impossible, and since the interest in commodities during the war and immediately afterwards was primarily in quantities rather than in values.

Other necessary computations on the tables were also done in this division, the effort being to reduce the burden of detail work for the research men.

A group of clerks was stationed permanently in the library of the Department of Commerce, where sources were more complete than in the Bureau of Research or the library of the War Trade Board. Tables were frequently made by the assistants and clerks at the War Trade Board sent to the Department of Commerce, where additional data were added, and then returned to the War Trade Board group for further calculation processes and the final assembling of the several parts.

PERSONNEL.

The personnel of the Bureau of Research varied from time to time, as indicated in the following table:

War Trade Statistical Section.

July 10, 1917-----	10 research men (including director).
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Division of Research.

Aug. 7, 1917-----	10 research men (including director).
	25 clerks.
Total-----	35

Bureau of Research.

Jan. 1, 1918-----	10 research men (including director).
	34 clerks.
	2 messengers.
Total-----	46
July 1, 1918-----	22 research men (including director).
	78 clerks.
	2 messengers.
Total-----	102

¹ See p. 258.

Bureau of Research and Statistics, Division of Research.

Nov. 11, 1918-----	48 research men (including director). 166 clerks. 3 messengers.
Total-----	217
Jan. 1, 1919-----	37 research men (including director). 135 clerks. 3 messengers.
Total-----	175
Feb. 1, 1919-----	33 research men. 126 clerks. 2 messengers.
Total-----	161
Mar. 1, 1919-----	27 research men. 116 clerks. 2 messengers.
Total-----	145
Apr. 1, 1919-----	21 research men. 65 clerks. 2 messengers.
Total-----	88
May 1, 1919-----	17 research men. 51 clerks. 1 messenger.
Total-----	69
June 1, 1919-----	15 research men. 35 clerks. 0 messengers.
Total-----	50
July 1, 1919-----	11 research men. 17 clerks. 0 messengers.
Total-----	28

THE PRICE SECTION OF THE WAR INDUSTRIES BOARD.

The work of the Price Section should be mentioned in connection with the Bureau of Research. This section had begun compiling a history of prices during the war, which was not completed when the War Industries Board was disbanded at the end of the year. In order that this valuable piece of work might be finished, the Price Section of the War Industries Board was transferred to the War Trade Board on the first of the year. This section, although a part of the Bureau of Research, worked quite independently, and was made up of the personnel of the section as it was organized in the War Industries Board with a few additional experts drawn from the War Department, the Division of Planning and Statistics of the Shipping Board, and from the Bureau of Research.

During the war the Price Section of the Division of Planning and Statistics of the War Industries Board compiled price data for various price control agencies. The volume of valuable quotations of commodities at wholesale, which were collected for war uses, seemed to carry very important reconstruction uses as well. It was determined, therefore, by the War Industries Board and the Central Bureau of Planning and Statistics to write a history of prices during the war which would record permanently a comprehensive lot of representative price series. A staff of special experts and statistical clerks, numbering at one time as high as 120, was set to work at once rounding these materials into shape for publication.

There were prepared for publication altogether 57 group and class bulletins. Fifty of these are so-called class bulletins and show domestic prices at wholesale for representative commodities within 50 industrial groups. Four of those bulletins are summaries for various groups. There were, in addition, a bulletin on "international price comparisons," an inquiry into "Government control over prices," and a final "summary" of the whole study.

DIVISION OF TABULATION AND STATISTICS.

The need for tabulations of applications and licenses.—As stated above, the need of a research service at the disposal of the Exports Council, the directors of bureaus, and the trade experts to "analyze the statistics" was seen as soon as problems of export control arose. It was found within a few weeks that not only was there need for a corps of experts to study statistics of foreign trade and present them in a form useful to those framing the export control policy, but also there was an immediate need for the keeping of records of the current facts obtained by the very machinery of export control in the form of applications for licenses, licenses granted, licenses refused, and licenses under consideration by the Board. The tabulations of these applications and licenses, showing the commodities, countries of destination, quantities, and values, put into usable form information valuable as a guide to the council in the formulation of policies, as well as to the trade experts in the granting and refusing of licenses. In the early days the work was done by the Division of War Trade Statistics under a director, who was in close contact with the administration of the issuance of licenses and who, from time to time, made tabulations when it seemed facts were presenting themselves which should be considered either by the trade experts or by the council.

These tabulations were made and used by the council as early as August 1 in connection with the negotiations with the northern neutrals. The applications which had accumulated were tabulated side by side with prewar figures and the British and French rations for the use of the Exports Council. The council was kept constantly informed as to the number of applications and the quantity and value of the commodities involved, as the applications accumulated from day to day.

Tabulations of applications for licenses to export certain commodities to certain countries when it appeared that unusual amounts were being applied for were submitted to the trade experts from

time to time for their consideration and guidance. There is no doubt that this current information was of great value not only in the administration of the policies which had been adopted, but also in the formation of the export conservation list.

Daily tabulations of licenses granted were begun August 10, 1917, and sent to each member of the council. With the increasing number of controlled commodities and the growing number of licenses the volume of this work demanded a larger force of clerks. Hand tabulating proved too slow for the number of licenses to be handled daily. The installation of Hollerith tabulating machines was begun in September, and the system was in full running order by the middle of October.

Bureau of Tabulation and Statistics created October 15, 1917.—When the War Trade Board was organized in October the Bureau of Tabulation and Statistics was made a separate bureau.

The functions of the bureau were distinct from those of the Bureau of Research. The Bureau of Tabulation and Statistics became essentially a service bureau, supplying the facts and figures regarding applications and licenses to other bureaus of the War Trade Board and to other Government agencies.

FUNCTIONS.

Its functions may be more specifically outlined as follows:

A. Tabulations:

Tabulation of import and export data—

Export licenses granted or refused.

Actual exports, from export declarations received regularly from the collectors of customs.

Import licenses granted or refused.

Actual imports, from consumption entries received regularly from the collectors of customs.

Preparation of serial and special tabulations for the use of the various bureaus of the War Trade Board and other branches of the Government.

B. Checking of the use of licenses to detect different forms of abuse, such as overshipment, altering of licenses, etc.

C. The supplying of conversion and stowage factors of commodities for Government statistical agencies, such as the Shipping Board, the Bureau of Research, and the War Department.

PROBLEMS OF TABULATING.

Common unit of quantity.—There was one difficulty in making the tabulations of practical statistical value. There was needed a common quantity unit. In making tabulations to serve as guides to the trade experts in the Bureau of Exports it was found that many of the important commodities which were constantly being watched, licensed, or conserved were given on the applications in from four to eight units of quantity for one commodity. Obviously a figure for value did not serve the purpose, and confusion resulted from the various measurements, such as pounds, tons, boxes, barrels, packages, bags, etc. Early in November, 1917, this difficulty was rem-

ed by the adoption of the pound as the common unit measure of quantity for all commodities.

Classification of commodities.—The code used by the Department of Commerce was an alphabetically arranged commodity list which was not thoroughly classified. It soon became evident that some kind of classification would be necessary in the coding and tabulating of the hundreds of commodities being licensed. Suggested classifications were made in August, and a code system classifying 572 commodities was finally completed in the middle of September and was adopted for use on October 1, 1917. The adoption of this code solved one of the more difficult and important problems in the tabulation of licenses, actual exports, and imports, and was of great service to those administering the war trade program.

This code was arranged on the decimal system, there being 10 main groups, subdivided into 10 smaller groups each capable of subdivision into 10 minor groups, which might be further divided into 10 individual commodities. This system allowed for any reasonable amount of expansion—in fact, it was found necessary to use only 864 of the 10,000 possibilities. The original number of commodities was 572, but with the restriction of imports and the increased scope of licensing it was found necessary to add certain important commodities in order that a closer watch might be kept on them.

The 10 main groups in the code were as follows:

Commodities.	Code numbers.
Food and feedstuffs.....	0000-0999
Fuels and oils other than edible.....	1000-1999
Machinery and instruments of all sorts, including arms and ammunition.....	2000-2999
Cotton, wool, other similar fibers and their products.....	3000-3999
Fertilizers.....	4000-4999
Nonedible animal and vegetable products.....	5000-5999
Wood, wood pulp, paper, plants, and seeds for sowing.....	6000-6999
Chemicals, drugs, and dyestuffs, including explosives.....	7000-7999
Ores, clays, earths, glass, minerals, mica, etc.....	8000-8999
Miscellaneous.....	9000-9999

Using this system it was possible to sort cards punched into their different groups as follows: Sorting by the first figure the main groups were obtained; for example, all cards punched from 0000 to 0999 are for foods or feedstuffs. The next sort gave the smaller groups, as 0000 to 0099, being grains and cereals; the next sort gave the class of cereal, 0000 to 0009, being wheat and wheat products, and a last sort gave the shipments of one particular wheat product; for example, 0001 represents wheat flour. The code ending 9 signified always a group of commodities not important enough to mention as individuals; for instance, 0009 was other products of wheat, 0099 was other grains, and 0999 other foods. It was possible by this system to find the quantity of any commodity shipped by analyzing a group ending in 9 when the item was not specifically named as a separate item in the code.

It was frequently found necessary, in order to determine the exact quantity of a commodity licensed for export or exported, to analyze a certain group of commodities. For instance, it was necessary to know just how much Blatchford's calf meal was licensed. It was manifestly impracticable to give this an individual number; however,

as it fell in the 0199 group it was only necessary to withdraw the licenses of this small group to get the exact amount licensed.

Destination code.—The War Trade Board destination code, consisting of 229 subdivisions, was written from information furnished by the National Geographic Society. It was also decimally arranged, being divided into 10 main groups, which were subdivided. In it the world was divided into 10 groups, each group representing a continent or geographically related group of countries or islands, each group being subdivided politically according to the number of countries or islands making up the group. It was found necessary from time to time to add certain countries to the code. Conditions made it necessary to watch sections of certain countries, and for this reason these countries were given two or more numbers in the code.

Other codes.—Consignor and consignee codes for exports were written up in order that each individual might be checked up at any time as to the number of licenses received or the quantity and value of the commodities licensed.

These codes were never used, as it was decided that it would be cheaper to continue the existing system of filing a hand-written card for each license granted under the name of the consignor and one under the consignee.

Import and export data.—When the import program began to involve the issuing of a large number of licenses in June, 1918, the tabulation of these became necessary. Data regarding actual imports were obtained from the collectors of customs in the form of "consumption entries" similar to the export declarations. Applications for import licenses which were refused were also punched and filed.

The decision to license imports necessitated also the drawing up of a code for ports of entry. This was based on the customs service list of customs districts and was also a decimal code. As it was urgent that each port be watched these districts were subdivided by ports, each port being given a number with a parcel post number for all commodities leaving by mail.

An applicant code, consisting of 13,500 names, and constantly growing, was used in coding licenses granted for import.

Regular reports were made on the basis of the codes or on groups of code numbers; for example, the regular daily report on foodstuffs on the conserved list gave 25 commodity groups and 12 country groups. The monthly tabulations of export licenses and exports of all commodities to all countries and of import licenses and imports from all countries were based on individual and group countries and commodities. This form of tabulation was made in order that reports on the more prominent countries and commodities might be available instantly. Copies of these tabulations were kept at hand and used constantly as a source of data in the making of many special tabulations. The individual countries shown in these reports carried 94 per cent or more of the total quantities exported or imported. Reports on countries or commodities not shown individually could be made from the punched cards.

From the monthly reports the information was posted each 10 days to ledgers, each country or group of countries being represented by a separate book which showed the total quantity of each commodity or group of commodities licensed each 10 days and the cumulative totals to the date of the last posting. This form of tabulation proved of

value to the trade distributors and others in the Board who were particularly interested in the exports of the United States to any particular region.

The Division of Tabulation and Statistics had on file about 11,300,540 punched cards on December 31, 1918, and about 12,378,356 on May 10, 1919, when punching of cards was discontinued. There were five types, with data thereon as shown below:

Export licenses granted.

License date.	Commodity.	Application num-
Expiration date.	Value.	ber (same as
Quantity.	Destination (country).	license num-
		ber).

The above cards are complete covering the period from September 1, 1917, to May 10, 1919. On December 31, 1918, there were about 4,406,000 of these cards on file. On May 10, 1919, there were about 4,719,313.

Actual exports.

Clearance port.	Quantity.	Value.
Clearance date.	Commodity.	Destination (country).
License number.		

The above cards were complete from February 1, 1918, to March 1, 1919. There were about 6,185,000 cards on December 31, 1918, and about 6,830,985 on March 1, 1919. The data were taken from the export declarations which are mentioned later in connection with checking the use of licenses.

Import licenses granted.

License date.	Quantity.	Value.
Expiration date.	Applicant.	Origin (country).
Application number.	Commodity.	

The above cards are complete from July 1, 1918, to May 10, 1919. About 104,420 of these cards were in the files on December 31, 1918, and about 131,010 on May 10, 1919.

Import license refusals.

These contained the same data as import licenses granted. The cards were complete from July 1, 1918, to May 10, 1919.

Actual imports.

Entry port.	Quantity.	Origin (country).
Entry date.	Commodity.	
License number.	Value.	

The above cards were complete from July 1, 1918, to April 1, 1919, and amounted to about 450,000 cards on December 31, 1918, and to about 541,928 on April 1, 1919. The data for these were obtained from the import consumption entries received daily from the collectors of customs.

The source of the data on actual exports and imports was precisely the same as that used by the Bureau of Foreign and Domestic Commerce of the Department of Commerce. It was necessary, how-

ever, that the material be on file in the War Trade Board, easily and promptly available, in order that it might be checked with the licenses issued, and that it might be consulted by those formulating and administering the Board's policies.

THE SERVICE OF THE BUREAU.

Reports.—These cards filed in the Bureau of Tabulation and Statistics served as the basis of reports on the different aspects of our foreign trade under war conditions. The licenses showed the authorizations respectively granted by the Bureau of Exports and the Bureau of Imports, the refusals indicated negatively the extent of control, and the shippers' export declarations and import entries gave the data of actual shipments, whether under individual or general licenses. This information it was the function of the bureau to make available in the form of reports.

The four general tabulations.—There were four general tabulations, prepared monthly by means of the Hollerith tabulating machines, showing, respectively, export licenses granted, import licenses granted, actual exports, and actual imports.

The tabulations of licenses covered the month of issue, while the tabulations of actual exports and of actual imports were based upon documents received up to the 10th of the succeeding month. The delay in the last two cases was due to the time normally required for the documents to arrive after the shipments had passed under the scrutiny of the customs authorities.

General tabulations showed for each of 43 countries or country groups the commodities licensed or shipped classified under 10 major commodity groups, with particulars as to quantity, value, and number of licenses or number of shipments.

Serial specific reports.—There were also various specific tabulations; some issued serially, others as called for. Serial specific reports were issued daily, weekly, monthly, and by 10-day periods; but the weekly reports were abandoned December 1, 1917, and replaced by 10-day reports. Examples are given below:

Daily report of export licenses granted for foodstuffs (in detail) to 11 country groups, showing quantity, value, and number of licenses.

Daily report of export licenses granted for all commodities to Mexico, showing details of licenses.

Monthly report of export licenses granted for tin andterne plate to all countries, showing details of licenses.

Monthly report of export licenses granted for arms and ammunition to Mexico, showing details.

Monthly report of import licenses granted for 10 commodity groups from Russia, showing quantity, value, and number of licenses.

Monthly report of import licenses granted for beans and peas, from all countries, showing quality, value, and number of licenses.

Monthly report of actual exports of coal to 43 country groups, showing quantity, value, and number of shipments.

Monthly report of export licenses granted for 10 commodity groups to Argentina, Brazil, and Uruguay; also of actual ex-

ports, showing quantity, value, value per ton, rates of actual exports to licenses granted, stowage factors, and value per cubic foot.

Monthly report of actual imports of explosives and chemicals from all countries, showing quantity, value, and number of shipments.

Serial reports of 25 varieties and to the number of about 74 were issued during the closing months of 1918.

The extent of the use of these tabulations may be roughly seen by the following facts:

The 74 regular reports were sent as follows to those using the tabulations made by the bureau:

To trade advisers and trade distributors in the Bureau of Exports-----	47
To others in the War Trade Board bureaus-----	43
To the Food Administration-----	15
To members of the Board-----	12
To the War Department-----	5
To the War Industries Board and the Shipping Board-----	2
To the Departments of Agriculture, State, and Treasury, and the Fuel Administration, each-----	1
To American consuls in Cuba, Argentina, and Japan, each-----	1
To the War Trade Board representative or the American consul general in Norway, Sweden, Denmark, Holland, and Switzerland, each-----	1
To the British, French, and Italian Embassies, each-----	1

49 of these tabulations showed export licenses.

11 of these tabulations showed actual exports.

5 of these tabulations showed import licenses.

4 of these tabulations showed actual imports.

42 were monthly reports.

23 were daily reports.

11 were 10-day reports.

In all, about 1,000 of these tabulations were issued during 1918.

The value of these tabulations of current figures on exports and imports to the different bureaus and departments can not be estimated. They were probably of greatest service to the trade advisers and the trade distributors in the Bureau of Exports.

The tabulations of licenses were useful to both the trade advisers and the trade distributors in sending information to the embassies of the various countries to show just how much of the different commodities had been licensed. This was often necessary, especially in the case of bulky commodities such as coal, where the scarcity of tonnage was likely to be the factor limiting shipments rather than the licensing of small amounts. The same was true in the case of commodities for Switzerland, where tonnage was scarce. A tabulation of licenses granted showed this fact and proved useful in this way.

On the other hand, the keeping track of actual shipments made could be done from the tabulations of actual exports.

Many tabulations showed licenses granted and the shipments actually made against those licenses, especially in the case of the RAC 42 for goods in transit through the United States destined to the Allies and in the case of licenses to the Traffic Executive.

Special reports issued.—Upon request the men using the tabulations for the various purposes described above could obtain special reports covering any particular commodity or country, showing whatever facts were found necessary. Whenever it developed that any commodity, country, or individual shippers needed to be watched, the

information was available and could be tabulated upon request. Many special reports were also sent to representatives of foreign Governments. It has been calculated that altogether about 1,500 such tabulations were made upon request.

Checking the use of licenses.—Another function of the Bureau of Tabulation and Statistics was that of detecting the misuse of licenses. It was realized in the fall of 1917 that in order to enforce the rules and regulations of the Board the use of export licenses should be checked and watched. Shipments of larger amounts than provided for by the license could be detected only by comparing the license granted with the shipment made. Other ways of misusing licenses needed to be prevented. The Bureau of Tabulation and Statistics was instructed by the Board to develop a method for detecting these violations. Accordingly arrangements were made with the Treasury Department and the Department of Commerce for the adoption of a new form of export declaration, showing the license number, commodity code number, and the consignee, and for having a copy of the declaration forwarded daily to the bureau, so that these declarations could be compared with the licenses. The export declarations were also of value as data of actual exports in the tabulation of reports, as shown above. The method of checking at first adopted was as follows: Export licenses were filed by country. The export declaration, punched on a card of a different color, was filed behind the card representing the license. In filing the cards the clerk compared the two. If the punched holes coincided throughout, the shipment was certainly in accordance with the license. If the punched holes did not coincide, a few seconds only were necessary for the clerk to tell whether the export declaration represented only a partial shipment or whether an overshipment was indicated. A partial shipment was filed, and if later shipments against the same license were reported these cards would also be put behind the license card, and any misuse of the license could still be detected. If an overshipment were indicated at any time, the facts shown on the cards were given to the director, who then referred the matter to the Violations Committee or the trade adviser interested.

Beginning in May, 1918, the original license was sent to the bureau, together with the export declaration, or, in the case of partial shipments, a statement that the shipment represented only a part of the quantity covered by the license. These two were given to the coders. In preparing the export declarations for the punchers the coders compared the license with the declaration and reported any violations to the director's office. This system was found easier than the former, and since May, 1918, the filing of declaration cards behind the license cards was discontinued and the work of checking the use of licenses was done by the coders. The Bureau of Tabulation and Statistics was one of the important sources of information for the Violations Committee or the men handling the cases of evasion brought to their attention. Besides the type of evasion stated above there were numerous other cases which the Bureau of Tabulation and Statistics was able to detect.

Shipments of a commodity actually on the conserved list, but declared under a different name, were often attempted in the case of shipments under the general export licenses (RAC 52 and 63 and

65) which covered shipments of goods not on the conserved list. These licenses were issued by the collectors of customs, branch offices, or postmasters. It was natural that many of these licenses should be issued in error, since a considerable technical knowledge of the commodities would be necessary in order to avoid such mistakes. In the case of chemicals and foodstuffs this happened most frequently. There are, for instance, a dozen names for raw sugar. Chemicals and their derivatives were often licensed in error. Even the trade experts in the bureau occasionally issued licenses for conserved commodities when applied for under a different name.

The reason why the Bureau of Tabulation and Statistics was able effectively to check these cases was because every commodity which was exported came in on an export declaration form. This export declaration had to be coded in order that it might be punched on the Hollerith cards. Thus every commodity had to have a code number or belong to a class having a code number. If the coder could not find the commodity listed in the code, it was sent to the assistant director's office. The assistant director was then responsible for finding the proper place in the code for that commodity. Not infrequently it would be found to be a conserved article which was listed in the conservation list under a different name. Such cases as this were reported to the Bureau of War Trade Intelligence, to the Bureau of Branches and Customs, or to the trade advisers interested.

Another general license was RAC 54 which covered unconserved commodities to a value of \$100. There were three ways of abusing the use of this license, all of which were often detected in the Bureau of Tabulation and Statistics. One was the use of a different name for a conserved commodity as in the above cases; the second was the undervaluing of a shipment in order to bring it within the \$100 limit, and the third was the splitting up of large shipments into several small shipments under \$100 in value. All of these were often detected by the coder, and were then brought to the attention of the Bureau of Branches and Customs by the director.

Other miscellaneous forms of violations were discovered, but the three above were detected most frequently. About 40 reports were made daily, bringing to the attention of those interested violations of one kind or another.

Conversion and stowage factors.—The third service developed by the Bureau of Tabulation and Statistics was that of supplying stowage and conversion factors.

(a) *Conversion factors.*—Any use of comparative statistics is of little value unless there is a common unit for figures compared. The adoption in the fall of 1917 of pounds as the unit used in the tabulation of all commodities brought about the necessity of collecting a file of conversion factors of commodities from the various units used, such as cases, bags, boxes, barrels, etc., into pounds. These factors were needed in the bureau by those coding licenses not giving the number of pounds. The file was developed rapidly from many sources. The most important source was the tabulations of actual imports and exports, which gave the units of value, pounds and boxes, etc., for the same shipments. Trade journals, letters from business establishments and Government organizations, such as the Food Administra-

tion, Bureau of Standards, Bureau of Markets, etc., contributed considerable data. A representative of the War Trade Board on the New York piers supplied figures in a great many cases.

Conversion factors of this type, however, were needed, not only in the Bureau of Tabulation and Statistics, but also in the statistical work of the Bureau of Research, the Division of Planning and Statistics of the Shipping Board, and other Government statistical organizations using either prewar figures of the Department of Commerce or the figures of foreign official yearbooks, etc. Conversion factors to convert figures of value to figures of tons or pounds were also needed by such organizations.

Factors for converting values of practically all commodities in the Department of Commerce, Schedule B, governing statistical returns of exports which are listed with value only to tons or pounds, were calculated for the years 1914 to 1918, inclusive, and were in constant demand. Factors for converting values to quantities in 1912 and 1913 for many commodities were also determined.

(b) *Stowage factors*.—Not only were conversion factors from various quantity units to pounds, and from values to quantity units, in the seven years 1912–1918 needed, but also factors for determining stowage weights of commodities.

The stowage of ships, under peace conditions, was a matter of interest principally to masters and agents; but under the stress of the war, with its resultant destruction of vessels and increased demand for cargo space, it became a subject of great importance to those organizations which were established to control foreign trade.

In shipping nomenclature the "stowage factor" of a commodity is the figure which represents the number of cubic feet of cargo space in which a long ton (2,240 pounds) thereof may be stowed. In shipping practice, rates are generally fixed upon the basis of weight in the case of a commodity a ton of which stows in less than 40 cubic feet, and upon the basis of space when a greater volume is required. The figure "40," therefore, represents the assumed average stowage factor of all commodities.

In the spring of 1918 the Bureau of Tabulation and Statistics was called upon to furnish stowage factors for the use of the War Trade Board, the Shipping Board, and the War Department. It was decided to develop a stowage file from all available sources. The principal sources were: (1) Hillcoat's work on the subject; (2) lists of stowage factors furnished by one trans-Atlantic line and one line to the West Indies; (3) shippers' export declarations and import entries and steamship manifests (excluding coastwise) currently received by this bureau; and (4) reports based upon actual weight, measurements, and types of packing or containers as determined by a representative of the bureau on the New York piers. A complete copy of the file was made for the American Expeditionary Forces in France in June, 1918. A compilation of the data was published in April, 1919, and has proved of practical value, since it is probably the most complete and most accurate file existing. An edition of 2,000 copies was distributed and completely exhausted by June 1, 1919. In June the complete stowage file was handed over to the Shipping Board with a recommendation that a second edition be printed.

As a source of current reference both the stowage and conversion files were in constant demand. Probably an average of from seven to ten written reports were sent out daily and many factors were furnished daily by telephone.

Special work done for the Division of Planning and Statistics of the Shipping Board.—Since March, 1918, the Division of Tabulation and Statistics loaned to the Shipping Board the use of its machines for sorting and tabulating punched cards showing vessel movements. These cards, which were punched before they came to this office, were retained for use in connection with any subsequent request for special tabulations.

Lists of exporters and importers.—The machinery of trade control exercised by the War Trade Board had made it necessary for every person exporting or importing any kind of goods to file applications for licenses and to give details as to the quantity, value, and nature of the commodities and the name and address of the consignee. As a result, there existed in the files of the Bureau of Tabulation and Statistics and in the Bureaus of Exports and Imports the name and address of every exporter and importer doing business in the United States during the war, together with the names of their customers and the nature and amount of licenses granted to them. All this information was available as filed, but no tabulation or compilation had been made bringing together all the licenses granted to any one firm.

The value of this material was recognized by those departments of the Government which are interested in foreign trade, and requests for various tabulations were received from the Department of State, Shipping Board, the Department of Commerce, and the Bureau of Markets of the Department of Agriculture. The records of these departments were necessarily incomplete in this respect. Owing to the fact that the information so filed had been obtained by the War Trade Board under stress of war conditions the War Trade Board did not consider itself in a position to give out details regarding the quantity of business or the names of firms with which any particular exporter or importer had dealings. As a result, however, of requests from the Shipping Board and the Departments of State, Agriculture, and Commerce, the War Trade Board authorized the Division of Tabulation and Statistics to prepare two lists—the first to be a list of exporters and the second a list of importers “who had filed five or more applications for export or import licenses aggregating \$5,000 or more in value.” The first was compiled from cards filed in the Bureau of Exports during 1918, and included the following data:

Name and address of exporter.

Principal commodities exported.

Principal countries to which exported.

This list included about 35,000 names.

The list of importers was compiled from the Hollerith cards in the Bureau of Tabulation and Statistics from July 1 to December 31, 1918, and contained about 2,600 names, giving the following information about each:

Name and address of importer.

Principal commodities imported.

Principal countries from which importing.

A copy of each list was delivered to each of the departments named above, with the request that the lists be used only to complete their records, and that they should not be made public as compiled. It was thought that by supplying this information to the departments the War Trade Board was giving assistance to the further development of foreign trade and, at the same time, was giving out no information regarding any individual importer or exporter to which objection might be made. Individual firms would rather benefit by being upon the records of those departments of the Government concerned with foreign trade.

PROCEDURE.

RECEIPT OF EXPORT AND IMPORT DATA.

(a) *Export licenses and refusals.*—Export license duplicates, when received, were assembled in bundles of convenient size, each with a "top sheet," which routed its progress through the coding and punching sections.

Export refusal duplicates were filed as received.

(b) *Export declarations—actual exports.*—Shippers' export declarations received from inland ports were made up into bundles, one or more for each port and destination each day, while those reserved from water ports were bundled by ships. In either case each bundle received a top sheet indicating its routing.

(c) *Import licenses and refusals.*—Import license duplicates and refusals were not received by the Division of Tabulation and Statistics. They were coded and punched by representatives of the Division of Tabulation and Statistics stationed in the office of the Bureau of Imports.

(d) *Import entries—actual imports.*—The various forms of import entries which together showed actual imports—appraisement and informal entry, consumption entry, warehouse or rewarehouse entry, warehouse or transportation entry, and immediate transportation entry—were received and routed in the same manner as shippers' export declarations.

The receipt and routing of the above documents comprised a part of the work of the clerical section.

CODING.

In order that the data on the various documents might be put upon a common basis, it was necessary to convert names into symbols and also to convert all measurements, weights, and customary units thereof into pounds. In case quantity was given and value omitted, or vice versa, it was also necessary to derive the one from the other. This was the principal work of the coding section.

As working guides, the coders were furnished four codes, covering, respectively, commodity, country, port (in case of imports only), and applicant and consignor; also conversion tables which showed for each commodity the value of a pound and the weight of a dollar's worth. Thus equipped, they were prepared to indicate on each document the data to be transferred to the cards used as the basis of tabulation.

A further service of the coders, which was mentioned in an earlier section, was the examination of all documents showing actual exports or imports to determine whether there was evidence of any overshipment and whether the various rulings of the War Trade Board had been complied with. Licenses were also examined to determine whether they had been issued in error.

In the case of import licenses the coding was done by employees of this division assigned to the Bureau of Imports. In the case of export licenses the original procedure required that the issuing office should code the commodity shown on the applications and that this division should verify the coding when the licenses came through. This was found to be practicable, however, only in the Washington and New York offices when employees of this division were detailed to do the work.

The average number of documents per hour handled by the coders was as follows: Export licenses, 200; import licenses, 225; shipper's export declarations, 115; import entries, 40.

PUNCHING.

The data shown in the coded documents were punched on a 45-field Hollerith card by the punching section, the punching of import licenses being done in the Bureau of Imports by employees of this section. All cards were punched in duplicate, one card by each of two operators, and checked by means of placing the cards together over a "light box," and determining whether the holes coincided. The number of cards punched per hour by each machine operator averaged about 175.

FILING OF CARDS.

The punched cards were filed by the tabulation section in two divisions, one by commodity and the other by country. Coded documents, after the data thereon had been transferred to the cards, were variously filed. Import license duplicates were filed by license numbers in the Bureau of Imports. Export licenses were filed by license number, shipper's export declaration by ship under clearance port and date, import entries by entry port and date, and import refusals by application number. All these coded documents except the import license duplicates were filed by the filing section in the manner indicated above.

TABULATING.

In the making of tabulations, in many instances, the information desired could not be derived from the punched cards because it was impractical to code and punch more than the most important facts given on the license or the declaration of shipment. Machine tabulations were adequate to meet all requests for information as to commodity, country, quantity, value, and number of licenses or shipments. The tabulating section, with 8 tabulating machines and 12 sorting machines, did this work. Requests involving name of consignor or consignee, detail of destination, or detail of nature of commodity, etc., necessitated a hand tabulation from the original documents. In such cases the license numbers were obtained from

the punched cards through use of the sorting machines, the documents were then withdrawn from the files and desired details were taken off and compiled by the clerical section.

On the other hand, there were not a few requests for reports of a special nature which could be taken off from one or another of the four general tabulations. Such reports were made by the clerical section.

VERIFYING, EDITING, AND TYPING.

All reports were verified and the responsibility for accuracy determined and recorded. The work sheets from the tabulating machines were subjected to a detailed examination by the editing section before the typewriting was done, to determine the accuracy of the coding and all indications of possible error were followed back to the original documents.

After reports had been typed they were carefully checked by the clerical section. In no case, except in the punching section, was work checked in the section in which it was done, and in the punching sections the verification was done by employees who had nothing to do with the original punching of the cards.

FILING OF DOCUMENTS.

(a) *By the filing section.*—The four principal files were kept by the filing section where the documents which had been coded and punched were received daily and filed as follows:

Document.	How filed.	Average received daily. ¹	Total number filed by Dec. 31, 1918.
Export license duplicates.....	Number.....	7,800	2,964,000
Import license duplicates.....	Filed in the Bureau of Imports.....		
Original licenses ²	By license number.....	32,000	647,000
Export declarations.....	By port of sailing.....	11,600	4,650,000
Import entries.....	By port and date of entry.....	1,200	408,000

¹ Average based on days prior to Nov. 11, 1918.

² Filing of these documents discontinued after Nov. 11, 1918.

(b) *By the clerical section.*—Besides the work mentioned above of dealing with all incoming mail, the tabulating of smaller special reports from the regular complete reports, the making of all tabulations involving recourse to the original documents, and the keeping up of the book showing current trade and licenses granted by regions, the clerical section filed the following documents, and tabulated information from them upon request:

Export applications refused.

Bills of lading.

Partial shipments.

Ships' manifests.

Reports of RAC licenses.

Cargo licenses.

Cancellations of export licenses.

Certain import entries.

The section also made the following reports from the documents received:

Number of licenses issued.

Number of refusals and cancellations issued.

Number of steamers clearing from or touching at United States ports.

THE VOLUME OF THE WORK.

The number of reports issued by the division is indicated on pages 255 to 257. The work involved in issuing these reports consisted, first, in keeping the routine work of coding, punching, sorting, tabulating, and filing the licenses and declarations of actual shipments that came in every day, and, second, in taking off from the tabulations or from the cards the information desired in the reports. The first division of the work, the routine of coding, punching, sorting and filing, comprised more than half of the labor of the division. If this work was not kept up to date, it accumulated very rapidly. After the 1st of August the organization was running smoothly and work was kept up to date. During the last months of the work an average of about 20,400 documents were received daily, coded, punched, and put through the sorting machines.

After the signing of the armistice the number of reports issued gradually decreased, and the personnel occupied in issuing reports was proportionally reduced. With the relaxation of restrictions on exports and imports, however, the work of the sections doing the routine work increased. Although the relaxation of restrictions reduced the number of individual export and import licenses to be coded and punched daily because of the issuance of many blanket licenses, the relaxation of restrictions at the same time caused the number of actual shipments to increase very rapidly. The following table shows the increase in the routine work of the division from November, 1918, to March, 1919:

Average number of documents received daily.

	In November, 1918.	In March, 1919.
Import licenses.....	400	400
Export licenses.....	8,000	5,000
Import entries.....	2,000	2,500
Export declarations.....	10,000	20,000
Total.....	20,400	27,900

On March 30, 1919, the Board decided to discontinue the tabulation of actual exports. As a result of this the personnel was cut about in half. The tabulation of import entries was discontinued April 15, 1919, and of import and export licenses on May 10. The force was then reduced to five persons, who have issued several special reports upon requests from the Board and other governmental departments for tabulations of the material available in the files of the division.

PERSONNEL.

To carry on the work described in the foregoing pages the personnel shown in the following figures was found necessary:

The section in charge of tabulating of the Research Division of the Bureau of Export Licenses, personnel:

Aug. 27, 1917-----¹ 20

Bureau of Tabulation and Statistics, personnel:

Oct. 15, 1917----- 75

Jan. 1, 1918-----¹ 100

Aug. 31, 1918----- 336

Nov. 11, 1918----- 283

Dec. 31, 1918----- 262

Feb. 1, 1919----- 182

Mar. 1, 1919----- 160

Apr. 5, 1919----- 87

June 1, 1919----- 5

July 1, 1919----- 3

On November 11 the personnel was divided as follows:

Clerical section----- 22

Conversion section----- 8

Coding section----- 59

Punching and verifying section----- 87

Coding, verifying, and punching (on imports)----- 7

Tabulation section----- 27

Typing section----- 31

Filing section----- 34

Editorial section----- 3

Grand total----- 283

¹ Approximately.

THE BUREAU OF WAR TRADE INTELLIGENCE.

CREATION OF THE BUREAU OF WAR TRADE INTELLIGENCE.

The need of an intelligence service to work in cooperation with the licensing authorities began with the establishment of the licensing policy. Following the passage of the espionage act on June 15, 1917, the President, by Executive order of June 22, created an Exports Council to formulate the policy of export control and placed the administration of that control with the Secretary of Commerce. The Division of Export Licenses that was at once established in the Bureau of Foreign and Domestic Commerce contained a War Trade Intelligence section with a chief, assistant chief, 2 editors, and 19 other employees. With the creation of the Exports Administrative Board, effective August 27, 1917, the War Trade Intelligence section became a part of the organization of this board and so continued until the establishment of the War Trade Board, when War Trade Intelligence became one of the bureaus of the Board. On May 12, 1919, the bureau was consolidated with the Bureau of Enemy Trade under the name of the latter.

THE FUNCTIONS OF THE BUREAU OF WAR TRADE INTELLIGENCE.

The primary function of the Bureau of War Trade Intelligence was the determination of the enemy or nonenemy status of persons or firms trading in, or with any person or firm in, the United States. From this there developed collateral functions of great importance. These may be listed as follows:

- (1) Passing on the character of the consignors or consignees named in import and export license applications.
- (2) Supplying the Bureau of Enemy Trade with information concerning applicants for license to trade with the enemy, and concerning the character of the person with whom it was desired to trade.
- (3) Supplying various other departments of the Government, such as State, Justice, Military, and Naval Intelligence, Treasury (re enemy insurance companies), Shipping Board, Alien Property Custodian, etc., and various agencies of the Allied Governments with information passing through the Bureau of War Trade Intelligence which was of interest to them and which in all likelihood would not otherwise be obtained by them.

THE BUREAU AS A WORKING ORGANIZATION.

As a working unit of the War Trade Board the bureau was operating at the end of 1918 under a director and three assistant directors. One of the assistant directors worked with the director on

WAR TRADE BOARD

CHAIRMAN

BUREAU OF WAR TRADE INTELLIGENCE

DIRECTOR

ASSISTANT DIRECTOR

NEW YORK
OFFICE

ASSISTANT DIRECTOR

ASSISTANT DIRECTOR

OFFICE MANAGEMENT
PERSONNEL

EXAMINING DIVISION

LISTING DIVISION

DIVISION OF CENSORSHIP
AND CORRESPONDENCE

DIVISION OF RESEARCH
AND INVESTIGATION

REPRESENTATIVE ON
VIOLATIONS COMMITTEE
OF THE WAR TRADE BOARD

ENEMY PROPERTY
DIVISION

EDITING AND CARDING
DIVISION

FOREIGN
COUNTRIES

UNITED
STATES

ENEMY
TRADING LIST

CONFIDENTIAL
SUSPECT LIST

CLOAKS
LIST

CENSORSHIP

EXAMINATION OF
CORRESPONDENCE

POSTAL

CABLE

EXPORT

IMPORT

EDITING
SECTION

STENOGRAPHIC
SECTION

DUPLICATING
SECTION

SOURCES OF REPORTS DIGESTED AND CARDED BY
THE BUREAU OF WAR TRADE INTELLIGENCE

DEPARTMENT OF STATE

SECRET SERVICE DIVISION
TREASURY DEPARTMENT

MILITARY INTELLIGENCE DIVISION
WAR DEPARTMENT

OFFICE OF NAVAL INTELLIGENCE
NAVY DEPARTMENT

DEPARTMENT OF JUSTICE

DEPARTMENT OF COMMERCE

BRITISH EMBASSY
WASHINGTON

BRITISH WAR TRADE
INTELLIGENCE DEPARTMENT

FRENCH EMBASSY
WASHINGTON

CABLE CENSORSHIP

POSTAL CENSORSHIP

ALIEN PROPERTY CUSTODIAN

TEXTILE ALLIANCE

MISCELLANEOUS

ORGANIZATIONS FOR WHICH THE BUREAU OF WAR TRADE
INTELLIGENCE ACTS AS A REPOSITORY AND CLEARING HOUSE
OF COMMERCIAL INFORMATION

DEPARTMENT OF STATE

MILITARY INTELLIGENCE DIVISION
WAR DEPARTMENT

OFFICE OF NAVAL INTELLIGENCE
NAVY DEPARTMENT

DEPARTMENT OF COMMERCE

DEPARTMENT OF THE INTERIOR

BRITISH EMBASSY
WASHINGTON

FRENCH HIGH COMMISSION

ITALIAN EMBASSY
WASHINGTON

FEDERAL RESERVE BOARD

SHIPPING BOARD

FOOD ADMINISTRATION

FUEL ADMINISTRATION

WAR INDUSTRIES BOARD

BUREAU OF WAR RISK
INSURANCE

COMMITTEE ON PUBLIC
INFORMATION

CABLE CENSORSHIP

POSTAL CENSORSHIP

ALIEN PROPERTY CUSTODIAN

OTHER BUREAUS OF THE
WAR TRADE BOARD



the problems and policies that arose from the functions of the bureau; the second represented the director in matters touching upon office management and personnel; while the third was in charge of the New York office. All larger matters of policy reached the director or one of the assistant directors.

For the more effective handling of its work the bureau was organized as follows:

- (1) Editing and Carding Division.
- (2) Examining Division.
- (3) Research and Investigation Division.
- (4) Censorship and Correspondence Division.
- (5) Enemy Property Division.
- (6) Listing Division.
- (7) New York office.

EDITING AND CARDING DIVISION.

The basis of all work of the bureau was the information that it collected and put into easily available form. Such information typically came to the bureau in the form of letters and reports. These letters and reports, together with routine incoming correspondence, went first to the file room, where they were classified according to a modified Dewey library system, routed to the members of the bureau who should see them, and recorded.

At the end of August the file room was handling about 1,100 new papers a day, including intrabureau memoranda and copies of outgoing letters. Of these, about 800 came from outside the bureau. Approximately one-half of these papers from the outside contained information that needed to be recorded for the future use of the bureau. Such papers, after being acted upon, went to the Editing and Carding Division.

The function of this division was to make available in usable form the mass of information that came into the bureau. The papers coming to the editorial room were distributed among the editors on the basis of countries reported upon. One editor, for example, received all papers dealing chiefly with Mexico; another, all papers dealing with Argentina, Chile, Uruguay, and Paraguay. The editor read through the report, picked out its salient points, and dictated to a stenographer a brief but definite statement of the facts revealed regarding each person or firm reported upon.

Distribution of cards.—These digests were printed by hectograph process upon 5 by 8 inch cards. Owing to the great demand that was made upon the bureau for information contained in its files, sets of these cards were distributed as follows:

Postal Censorship: 7 complete sets and 4 partial sets.

Military Intelligence Division: 1 set.

Office of Naval Intelligence: 1 set.

Chief cable censor: 1 set.

New York office, Bureau of War Trade Intelligence: 1 set.

(Master sheet set stored in Treasury Department.)

While the cards proved a very effective method of handling the mass of information received by the bureau, in some cases they became so voluminous as to be unwieldy. Moreover, certain other agencies of the Government had such urgent need of the complete records of the bureau that in July, 1918, the plan of reediting the

cards was begun. This plan permitted the elimination of duplicate information and the bringing together of scattered items. The reedited cards were reproduced by hectograph process and complete sets made available to the same agencies as had been receiving the other cards. In December a decrease in the volume of original editorial work made possible the transfer of a number of editors to the reediting work. Plans were then laid to reedit all the material in the files, giving attention first to South and Central American countries. By the close of the year the reediting of Mexico was practically completed and some half dozen South and Central American countries were in process of completion.

During this month also the editorial stenographic section, the duplicating section, and the reference file section were formally placed under the supervision of the chief of the Editing and Carding Division. This brought about a correlation of work that had not previously been possible.

The total number of cards on file in the division on December 31, 1917, was about 50,000. By December 31, 1918, this number had increased to approximately 436,000, and by April 19, 1919, the day on which the division ceased operations, to approximately 445,000. The following table summarizes briefly the work done during the periods signified:

WORK OF EDITING AND CARDING DIVISION.

Jan. 1, 1918, to Apr. 19, 1919.

Reports digested and carded.....	127, 539
<i>Sets of cards made from Sept. 1, 1918, to Apr. 19, 1919.</i>	
Original character cards.....	212, 721
Reedited cards.....	50, 862
General information cards (approximate)	2, 100
Total.....	265, 683

The bureau obtained its information from various channels in addition to the investigations of its own staff. The chief of these were Military and Naval Intelligence, cable censor, postal censorship, both American and allied, Department of State, including all diplomatic and consular agents, French and British Embassies, including the various intelligence services, Department of Commerce, through its commercial attachés, and the Department of Justice, through its Bureau of Investigation. The relationship of the bureau with these various agencies was a reciprocal one, since many of them received as well as gave information. To a considerable extent the bureau has been a clearing house of war trade intelligence for the governmental departments and for the allied nations.

Some of the chief sources of information are indicated in the following table:

*Sources of reports digested and carded by Bureau of War Trade Intelligence
Jan. 1, 1918-Apr. 19, 1919.*

Postal censorship.....	53, 125
Department of State.....	22, 514
Secret Service Division, Treasury Department.....	3, 245
Military Intelligence Division, War Department.....	1, 257
British Embassy, Washington.....	1, 403
Office of Naval Intelligence, Navy Department.....	1, 257

British War Trade Intelligence Department.....	2,833
Department of Justice.....	559
Alien Property Custodian.....	646
French Embassy, Washington.....	636
Cable censorship.....	377
Department of Commerce.....	186
Textile Alliance.....	44
Miscellaneous.....	39,457
Total.....	127,539

EXAMINING DIVISION.

The Examining Division fell into three units, with a fourth that was correlated with the other three, as follows:

- (a) Foreign country examiners.
- (b) United States examiner for exports.
- (c) United States examiner for imports.
- (d) Special investigation.

(a) *Foreign country examiners.*—The countries of the world, outside the United States, were at first arranged in seven groups, according to geographical and commercial contiguity. This was changed in the latter part of 1918 to eight groups, as follows:

Foreign country examiners.

- (1) Dutch East Indies, Portugal, Spain.
- (2) Argentina, Bolivia, Chile, Ecuador, Paraguay, Peru, Uruguay.
- (3) Mexico.
- (4) Colombia, Costa Rica, Dominican Republic, Guatemala, Haiti, Honduras, Nicaragua, Panama, Salvador, West Indies.
- (5) Africa, Brazil, Denmark, Greece, Guiana, Holland, Iceland, Norway, Russia, Switzerland, Sweden, Venezuela, and miscellaneous.
- (6) China, Japan, Siam.
- (7) Cuba.
- (8) Substitute firms.

Further subdivisions of the country groups were made at a still later period, but the above is indicative of the organization that functioned during the year. Each group was under the supervision of a foreign country examiner. He became an expert on commercial, political, and industrial conditions in the countries in his charge and in the light of his expert judgment was able to interpret the information constantly received on individual business houses.

All incoming reports went first to the interested examiners. In this way information of value in the granting or refusing of applications was available very quickly after its receipt by the bureau.

Applications passed upon by the foreign country examiners were of three types:

Export.

Import.

Enemy trade.

In the case of export applications, the examiner approved or disapproved the consignee and/or the purchaser abroad. In the case of import applications, he approved or disapproved the consignor. Enemy trade applications covered the exportation and importation of goods, communications, financial transactions, etc., and in the case of these applications it was the duty of the examiner to give to the Bureau of Enemy Trade such information as was available concerning the party to the application who was within the examiner's jurisdiction.

Obviously, no examiner's office could beforehand have available information on every business house that might be named on applications which came to it. In December, 1917, the bureau had available information on about 8 per cent of the persons and firms named on applications then coming to it. By October 1 approximately 80 per cent of such persons and firms were represented in the files. When such information was not on file, the application might be passed, if it were not apparently suspicious and the amount involved were small. At times, however, it was necessary to hold applications until information could be obtained. This was typically done by cabling to an American consular officer.

The main reliance of the examiner in passing upon applications was found in the character cards made by the editorial room. All cards pertaining to his countries were sent to each examiner and were filed in his office for ready reference. With the editorial cards for each business house was filed a "master card" on which was summarized very briefly the status of the house in question. By this method the examiner's assistants, by inspecting one card, could almost automatically grant or refer applications. As new information came in either in the form of original reports or editorial cards, it was considered in the light of the earlier information and necessary changes were made on the master cards.

In most of the examiners' offices applications were typically granted by the assistants without reference to the examiners, but were refused only after the specific approval of the examiner or the assistant examiner had been obtained.

While the handling of applications was the basic work of the examiner's office, various other duties required an appreciable portion of his time. The preparation of cables and dispatches to consular officers was an important function, as was the handling of a rather extensive correspondence with applicants, both in obtaining additional information from them and in answering their inquiries in regard to applications. Such letters as followed established forms were signed by the examiners; other letters were prepared for the signature of the director. A particularly important piece of work was the cooperation with the Listing Division in the nomination and approval of business houses for the enemy trading list, the cloaks list, and the confidential suspect list, and their removal therefrom.

The following table presents statistics of the applications handled by the foreign country examiners from August 3, 1918, to April 30, 1919:

Import and export applications handled by foreign country examiners.

Date.	Number.	Per cent refused.	Daily average.	Date.	Number.	Per cent refused.	Daily average.
1918.				1919.			
Four weeks ending August 31.....	127,845	3.00	5,327	January.....	73,450	1.38	2,825
September.....	135,775	2.59	5,657	February.....	14,052	.98	611
October.....	146,495	2.25	5,634	March.....	5,507	1.21	212
November.....	151,650	2.49	6,444	April.....	2,925	1.06	98
December.....	108,871	2.49	4,536				

(b) *United States examiners for exports.*—The organization of the United States examiners' offices was, in general, similar to that of the offices of the foreign examiners. Their function was to pass upon business houses in the United States when such business houses were named in export or enemy trade applications.

For the more effective handling of the work the United States was divided geographically as follows:

- (1) New York City and the insular possessions.
- (2) The remainder of the country east of the Mississippi River.
- (3) The district west of the Mississippi River.

Ordinary export and enemy trade export applications that had been granted by the foreign examiners came to the United States examiner for action. The procedure was similar to that in the foreign examiners' offices, except that consular reports were here replaced by special investigations typically conducted by the Secret Service Division of the Treasury Department, the Bureau of Investigation of the Department of Justice, or by the bureau itself.

As in the case of the foreign examiners, the handling of applications was the chief function of the office, but various collateral functions made large demands upon time and energy. At the request of the State Department, the office passed upon the status of the applicants for passports, visas, etc. About 50 such cases were handled each day, involving, perhaps, 100 individual investigations.

The following table presents certain statistics concerning applications handled from August 3, 1918, to April 30, 1919:

Export applications handled by United States examiners for exports.

Date.	Number.	Per centre- fused.	Daily average.	Date.	Number.	Per centre- fused.	Daily average.
1918.				1919.			
August 3-31.....	128,261	2.39	5,344	January.....	77,022	.46	2,962
September.....	132,284	1.16	5,512	February.....	16,448	.35	715
October.....	144,616	.46	5,562	March.....	7,327	.55	281
November.....	149,791	.63	6,241	April.....	1,710	.00	57
December.....	108,574	.65	4,524				

(c) *The United States examiner for imports.*—The point of view was so different from the point of view in handling export applications that it was necessary to establish a separate office to pass upon the status of import consignees. The need for nitrate, platinum, or manganese might be such that an import license could be granted to a somewhat questionable firm if such action would bring needed supplies into the country. Export applications, however, were constantly in excess of export facilities, so that, without injuring American trade as a whole, the bureau was enabled to select its licensees, with the result that export licenses were granted only to firms whose loyalty was above question.

The United States examiner for imports was brought, of course, into contact with the Bureau of Imports rather than with the Bureau of Exports. In the main, however, his problems and procedure were the same as those of the foreign examiners and the United States examiner for exports, except that he had no listing work.

The following data show the number of applications handled by the United States examiner for imports from September, 1918, to April 30, 1919:

Applications passed upon by United States examiner for imports.

Date.	Number.	Per cent re- fused.	Daily average.	Date.	Number.	Per cent re- fused.	Daily average.
1918.				1919.			
September.....	11,508	2.18	479	January.....	12,267	1.08	471
October.....	10,285	1.69	395	February.....	5,320	.88	231
November.....	9,570	1.88	399	March.....	4,760	1.97	183
December.....	8,381	1.73	349	April.....	2,894	1.37	96

(d) *Special investigations.*—Special investigations of business houses in this country were made by an office that actually functioned with the Examining Division, although technically a part of the Research and Investigation Division.

The following table presents in summary form the volume of work handled by this office during the calendar year 1918:

Requests for information.

	Number.
United States examiners for exports.....	1,871
United States examiners for imports.....	168
Research and Investigation Division.....	139
Enemy Property Division.....	104
Alien Property Custodian.....	2
Foreign country examiners.....	5
Violations Committee.....	26
Bureau of Enemy Trade.....	12
Miscellaneous.....	33
Total.....	2,360
Reports received.....	2,903
Requests for search of files of other Government departments.....	1,272
Requests sent out for information on enemy firms about which no information was in files.....	489
Requests for commercial information (to Sept. 1), approximate.....	3,200
Investigations by special agents of War Trade Board (to Sept. 1), approximate.....	800
Investigations of New York exporters (to Sept. 1), approximate.....	800

An important change in the method of handling applications was put into effect during the month of November, 1918. Previously there had been on hand regularly an unusually large number of applications which were held pending investigation. Owing to the pressure of work on the consuls, who were frequently called upon for investigation, to the delay in transmitting cables, and to the fact that reports were often conflicting, etc., it frequently happened that applications were held for a number of months. In much of the work of the bureau it was necessary to compromise between the most effective control from the viewpoint of enemy character and the clear obligation of imposing restriction on export trade which would not be unreasonably burdensome.

Instructions were issued about November 15 that no application should be held pending investigation or for any other reason for more than six weeks. If at the end of that time sufficient information had

not been received upon which to base a final decision, the application was refused and the applicant notified that he might reapply at a later date. It was felt to be unreasonable for the Government to delay its decision in such cases for more than six weeks, and furthermore that the necessity of reaching a decision within this time would tend to speed up the machinery of investigation. The results of this regulation are indicated by the following figures, which show (1) the number of applications on hand before this regulation was issued and (2) the number of applications on hand after the regulation had become effective.

Applications held in pending file.

	Oct. 24.	Nov. 30.
More than:		
6 months.....	4	1
5 months.....	36	1
4 months.....	522	6
3 months.....	592	7
2 months.....	623	29
6 weeks.....	445	156
4 weeks.....	253	388
3 weeks.....	867	229

For several months a plan had been under discussion by which it was hoped that applications could be passed upon in the Bureau of Exports and in the branch offices without reference to the Bureau of War Trade Intelligence. Under this plan it was contemplated that the Bureau of War Trade Intelligence would furnish definite decisions on the status of business houses that were unquestionably "passed" or "refused." During the month of November 7,421 names were furnished to the Bureau of Exports and machinery established for a rapid increase in the number of these names and for the correction of the lists from day to day.

The applications for import licenses refused during the period December 3, 1917, to May 15, 1919, by the Bureau of War Trade Intelligence because of enemy status numbered about 4,500 and the value of the commodities specified in the applications amounted to slightly more than \$118,470,000. While some of these applications were granted by the Bureau of Imports for various reasons, the following table of refusals by the Bureau of War Trade Intelligence gives an indication of the extent and distribution of enemy tainted goods that bore American connections:

Refusals because of enemy¹ status.

Countries and groups of countries.	Location of requested shipment.	Location of enemies ¹ connected with requested shipment.
European Allies.....	\$14,339,281	\$2,452,836
Japan and China.....	4,215,959	335,492
European neutrals.....	33,440,460	28,486,842
Russia.....	245,670	120,588
Central Powers.....	4,588,378	6,315,416
Central America.....	10,168,398	8,526,019
West Indies.....	2,357,455	1,227,989
South America, not including the Guianas.....	30,537,364	20,836,036
Mexico.....	17,720,441	11,241,183
Arabia.....	857,500	.....
Enemy sympathizers within the United States.....	.....	38,934,025

¹ As defined by the trading with the enemy act.

The following table shows the nature and value of shipments disapproved between December 3, 1917, and May 15, 1919, by the Bureau of War Trade Intelligence because of enemy character:

Commodity.	Value.
Minerals and ores-----	\$4, 802, 782
Metals-----	12, 355, 170
Farm products not specifically listed-----	13, 973, 994
Hardware-----	1, 279, 458
Textiles and textile materials-----	3, 872, 189
Manufactured foods-----	5, 996, 961
Timber and timber products-----	9, 293, 491
Jewels, diamonds and precious stones-----	2, 846, 833
Manufactured goods not otherwise specified-----	5, 283, 596
Scientific instruments and instruments of precision-----	2, 947, 513
Raw wool-----	6, 299, 040
Tobacco and tobacco products-----	6, 827, 562
Drugs and chemicals not otherwise specified-----	3, 132, 803
Hides, skins, furs, and leather-----	7, 117, 157
Rubber derivatives, rubber and rubber products-----	6, 010, 560
Coffee-----	20, 564, 145
Dyes and dyestuffs-----	888, 536
Miscellaneous—commodities not otherwise specified-----	5, 326, 467

RESEARCH AND INVESTIGATION DIVISION.

In the evolution of the Bureau of War Trade Intelligence it early became apparent that cases frequently arose where the examiners were unable to arrive at decisions, either from lack of information or because of conflicting evidence. Such "questionable cases" required special research and investigation, which the examiners were unable to undertake without seriously interfering with the flow of applications through their offices.

The Division of Research and Investigation may therefore be said to have been created to investigate these questionable cases, which greatly increased in number as the work of the bureau grew. In January, 1918, three men were assigned to this work. By the latter part of the year the division comprised 11 men, all lawyers of experience, who, by reason of their former training, were peculiarly adapted for this class of work. All cases referred to the division were handled through a central office, where a record was kept of each case, showing who was handling it and the status of the case at any given time.

Although most of the cases handled by this division were received direct from the examiners, its work was by no means confined to such cases. Members of the War Trade Board, the Contraband Committee, and outside governmental agencies frequently referred matters to the Bureau of War Trade Intelligence for investigation and report. This division also took charge of all cases transmitted to the bureau involving violations and evasions.

A very important phase of the work of the division was the investigation of firms in the United States for the consignor section of the Examining Division. At the time when the Research and Investigation Division started operations about 165 business concerns in the United States were regarded with grave suspicion by the examiners and their applications were refused. Each of these firms was made the subject of a very careful examination. This task involved

a vast amount of detailed examination of original documents on file in the bureau, the collection of evidence from other departments of the Government, and special investigation by operatives working under its direction. In a great many instances also it included interviews with representatives of various firms and an audit of their books and papers.

This work was not confined entirely to analytical investigation, but in a great many cases was of a constructive nature. In the case of some 30 or more firms it was found that the objectionable enemy element could be satisfactorily removed, and this was in fact done. More than 100 additional business houses located in the United States were later investigated, of which number 27 were found to be unreliable consignors.

Owing to its nature the work of the division rather naturally divided itself along commodity lines. Investigations of the chemical and dye trade, tobacco industry, wool industry, etc., referred to on page 58 of this report, were made by this division. It also actively interested itself in negotiations aiming toward the appointment by certain Latin-American countries of custodians of enemy property with full powers to liquidate enemy interest within their respective jurisdictions. It was hoped this policy would supplement by direct action the elimination of enemy peaceful penetration in Latin America, which was the object of all foreign activities of the Bureau of War Trade Intelligence.

Prior to September, 1918, all cases of evasions of regulations and violations of law which came to the attention of the bureau were investigated by this division. For several months previous, about 100 such cases a week had been received from the Postal Censorship Committee. Each of these cases was investigated and action taken upon it. As a result of these investigations it was found that most of the evasions and violations were committed either through carelessness or ignorance. In all cases, however, where the violation or evasion was found to be willful appropriate action was taken.

During the same period the Bureau of Exports had reported to the division all cases of evasions coming to its attention and the division had undertaken to investigate and report upon these cases. Investigations concerning reported sales of licenses and of cases where licenses were secured upon misstatements led to an examination of the form of export license then in use. One of the members of the division made a special study of this situation and, in cooperation with representatives of several of the other bureaus and with members of the Contraband Committee, developed a proposed new form of license. This form combined upon a single sheet both application and license and made possible prosecution in many cases of evasion for which no regular penalty had previously existed.

During the month of September an important change occurred in this phase of the work of the division, resulting from the organization of the Violations Committee. The Research and Investigation Division prior to this time had investigated all cases of evasions of War Trade Board regulations and of violations of law. As stated above they had investigated cases for the Bureau of War Trade Intelligence and also cases referred to the latter by the Bureau of Exports. These cases were hereafter referred to the

Violations Committee and but a small percentage came back to this division for investigation. This diminished the volume of work handled to an appreciable extent.

Another member of the division gave a large portion of his time to investigating the activities of lawyers and other agents representing applicants for licenses.

CENSORSHIP AND CORRESPONDENCE DIVISION.

The executive order of the President, dated October 12, 1917, provided for a censorship board under the authority vested in the President by the trading with the enemy act. Since the director of the bureau was the representative of the War Trade Board on the censorship board, the relations of the bureau with the latter were peculiarly close.

Mail censorship was in the hands of the various postal censorship committees, on which the director of the bureau was represented. The function of the director's representatives was—

- (a) To prevent communication with enemies within the meaning of the trading with the enemy act, and to prevent other communications in violation or evasion of the economic regulations adopted by the United States in its prosecution of the war, and
- (b) To gather information of value to the United States in carrying on its trade warfare.

The representative of the War Trade Board also acted for the Department of State in the handling of privileged mail and gathered information of interest to the department. Special reports on political conditions in China and Russia as evidenced or corroborated by intercepted letters were prepared for the department.

The cable censorship was exercised through the chief cable censor and had control of all cable messages. Land messages passing between the United States and foreign countries were under the control of the chief military censor.

The Censorship and Correspondence Division acted as a clearing house between the various censorship offices and the bureau. Normally about 150 doubtful cases were referred by the Postal Censorship each week for disposition by this division. About 75 such cases were referred every day by the cable censor and a lesser number by the military censor.

Much of the information received from the censorship offices was of interest to other governmental agencies, and an important function of the division was to forward this information to such agencies as the Division of Foreign Exchange of the Federal Reserve Board, Alien Property Custodian, and Fuel Administration.

Having such a large correspondence of its own with outside agencies the division seemed the logical place for the coordination of the correspondence of the entire bureau. Accordingly all outgoing letters were routed through this division and were passed upon by it. In this way the work of the various divisions of the bureau was coordinated.

The work of the Censorship and Correspondence Division decreased to a marked degree in November, due in part to the general relaxation common to all governmental agencies following the sign-

ing of the armistice and in part to the fact that the conclusion of the armistice, accompanied as it was with the practical assurance that final peace would result, made unnecessary several phases of intelligence work. Fewer letters were scrutinized closely and fewer comments were made by the censors. This was particularly true of correspondence containing commodity information, formerly used by the Bureau of Exports, Bureau of Research, War Industries Board, Food Administration, etc. Thereafter more stress was laid on examination of correspondence containing Bolshevist or anti-American propaganda, of great interest to the Department of State. Strict control of attempted communication with enemies and correspondence from enemies was still maintained, as well as strict surveillance of actual or attempted evasions and violations of law or regulations.

ENEMY PROPERTY DIVISION.

The chief interest of the Enemy Property Division was with property in the United States and its possessions which was seizable under the trading with the enemy act. Its functions may be summarized as follows:

1. Acting as a clearing house for the bureau in its relations with the Alien Property Custodian.
 - (a) To locate enemy property in the United States and report it to the Alien Property Custodian.
 - (b) To gather information tending to establish enemy or nonenemy character of persons and institutions whose property had been reported to the Alien Property Custodian.
 - (c) To keep available information concerning business houses in which enemy interests were found.
 - (d) To guard against the reinstatement of enemy interests by dummy or otherwise.
 - (e) To act in all instances as a liaison medium between the bureau and the Alien Property Custodian.
2. Cooperation with the Bureau of Enemy Trade to ascertain if companies operating or liquidating under license were complying with the terms of their licenses.
 - (a) *Locating enemy property.*—All information received by the bureau that tended to disclose possible enemy-owned property was referred to this division. When sufficient data were not found in the files of the bureau, outside investigations were initiated. These were made through the branch offices of the War Trade Board, the secret service, the diplomatic and consular services, and the postal and cable censorship offices. Information was frequently sought from the representatives of the Allied Governments. The success of the division in locating enemy property is indicated in the cases recited on pages 57–59 of this report.

An important but often overlooked result of investigations by the division was the clearing up of suspicion that in many cases had been thrown upon the ownership or good faith of a business. The investigations thus freed legitimate American activities from the hampering effects of such unsubstantiated rumors or inaccuracies.

(b) *Establishing character of persons and institutions reported to the Alien Property Custodian.*—From time to time detailed reports

were prepared for the Alien Property Custodian, presenting in extended form all information then available which tended to establish the enemy or nonenemy character of persons and institutions previously reported upon.

(c) *Keeping available information concerning firms in which enemy interests were found.*—This division prepared a card index of all firms in which the enemy interest was taken over by this Government. There was thus readily available information as to the proportionate enemy interests taken over, the names of the Government's directors and counsel, and the name of the supervisor as well as the degree of supervision exercised by him.

Not only was this information available in cumulative form in the Division of Enemy Property, but in addition, as rapidly as it was received, it was sent to the following offices:

- (1) The Examining Division of the bureau, where it was used in passing upon applications, in ascertaining the necessity for the countersignature of the supervisor, etc.
- (2) Branch offices of the War Trade Board. Here it was useful not only in passing upon applications within the jurisdiction of the branch offices but in furnishing information to local inquiries from other governmental agencies and from the public.
- (3) Cable censor.
- (4) Postal censor.
- (5) Military Intelligence Division.
- (6) United States Embassy, London.

(d) *Guarding against enemy interests reinstating themselves.*—It was only after every effort and subterfuge had been exhausted that enemy interests discontinued their attempts to regain their property after it had been taken over by this Government. For this reason it was necessary to scrutinize with the greatest care the purchasers or successors in interest of any business so sequestered. In many instances an effort was made to sell or otherwise transfer such a business to a representative or cover of the original enemy owner.

(e) *Acting as a liaison medium between the custodian and the bureau.*—There was obvious necessity for close cooperation between the Alien Property Custodian and the Bureau of War Trade Intelligence. A cordial contact between the two organizations was developed, resulting in a full interchange of information and a free access by each to the files of the other. The following figures give some idea of the extent to which this exchange occurred:

Correspondence between Alien Property Custodian and Enemy Property Division—Calendar year 1918.

Reports to Alien Property Custodian in answer to written requests-----	2, 361
Reports initiated by Enemy Property Division-----	501
Reports from secret service investigation-----	101
Total reports to Alien Property Custodian-----	<u>2, 963</u>
Reports from Alien Property Custodian in answer to written requests---	149
Reports initiated by Alien Property Custodian-----	28
Total reports by Alien Property Custodian-----	<u>177</u>

NOTE.—These figures do not include reports by telephone, which were numerous.

Percentage of requests for which division could not furnish information.

	Per cent.
April, 1918-----	22
October, 1918-----	11

LISTING DIVISION.

This division was charged with the compilation of the enemy trading list, the confidential suspect list, and the cloaks list. At the time the first enemy trading list was issued the Bureau of War Trade Intelligence was in the process of its earlier development. Its co-operating agencies had not yet been trained and its work had not yet become specialized. The first list, therefore, was compiled and issued under serious difficulties by a staff which, at the same time, was engaged in other work.

In the evolution of the bureau a distinct division was created for handling the various lists. This division extended the enemy trading list to cover the countries of Europe as well as those of Latin America. The number of names was more than doubled. The work of compilation was systematized and the publication of additions and removals placed on a regular periodic basis. Publication of names was made about every fortnight in the press, in the Official Bulletin, and in Commerce Reports. Advance notices of changes were sent to all branch offices of the Board, to consular and diplomatic officials in foreign countries, to the governor of the Panama Canal Zone, to the cable and postal censorships, to the Alien Property Custodian, and to the British and Italian Embassies and the French High Commission in Washington. Changes were incorporated in a cumulative supplement bearing the same date as publication in the press. These cumulative supplements appeared as promptly as the pressure of work in the Government Printing Office permitted, and were distributed by the Division of Information of the Board to an extensive mailing list.

In order to expedite the work of licensing exports and imports and to inform promptly the various agencies of the Government of persons and firms in neutral countries against whose names the records of the bureau disclosed enemy trade, it was found necessary to compile and distribute to a limited number of governmental agencies two confidential lists.

The first of these was the confidential suspect list. This included names of enemy traders which were not included in the published enemy trading list for reasons of expediency. A frequent cause of omission from the published list was the official status or political importance of the person in the neutral country.

The cloaks list, covering Latin America and Spain, was issued by the bureau, in the name of the Board, on behalf of Great Britain, France, Italy, and the United States for the use of their officials. This was a list of persons and firms without standing in international trade whose names were used by listed firms as covers for obtaining goods.

The signing of the armistice raised the question whether the enemy trade policy of the War Trade Board should be continued. This question was answered on November 25, 1918, when the Board unanimously passed a resolution that the "black list, confidential list,

cloaks list, and all other enemy trade restrictions and safeguards should be continued by the United States and the Allies until the ratification of a treaty of peace between the United States and the Allies and the Central Powers." In pursuance of this resolution the work of the listing division continued until the close of the year.

NEW YORK OFFICE.

The New York office was primarily an investigating branch of the bureau in Washington. Requests for information received by the New York office from the main office averaged about 15 a day.

The New York office, however, grew beyond its original scope. It became a center of war trade information for the city of New York and its contiguous territory. The office had in its files a complete set of the bureau cards on New York persons and firms; after May 13, 1918, it received a complete set of editorial cards.

The office worked in close cooperation with a number of governmental agencies and with certain representatives of the Allied Governments. In addition it developed a public information service which answered about 50 inquiries a day. Some of the agencies served by the office were the cable censorship, the Federal Reserve Board, the mail censorship, the Customs Intelligence, the Department of Justice, the War Industries Board, and the allied consulates.

PERSONNEL AND PAY ROLL.

The following figures indicate in a general way the growth of the Bureau of War Trade Intelligence during 1918 to care for the expanding program that has been described:

Date.	Personnel.			Pay roll.
	Total.	Examiners, assistants, etc.	Steno- graphers, typists, etc.	
1918.				
Jan. 1.....	101	35	66	\$9,298
Aug. 31.....	430	153	277	45,032
Oct. 31.....	417	140	277	45,259
Nov. 30.....	388	138	250	46,353
Dec. 31.....	332	129	203	45,624

It will be seen from the foregoing report that the Bureau of War Trade Intelligence had by the end of the year 1918 collected and maintained in form readily available to the examiners information with regard to consignors and consignees upon which over 80 per cent of the applications could be acted without investigation or delay: that various channels, through which there was a steady flow of information, had been established by which this information was redistributed by the Bureau of War Trade Intelligence to the various other governmental agencies to whom it could be of use; that through cooperation with the Department of State the bureau was endeavoring to eliminate from German control some of the larger companies, including public utilities in Latin America, and to sub-

stitute in their place organizations controlled by American or Anglo-American capital.

The results, tangible and intangible, of this warfare on enemy trade, while not susceptible of statistical demonstration, were, according to evidence received from various reliable sources, important and far-reaching.

CONSOLIDATION WITH THE BUREAU OF ENEMY TRADE.

Following the signing of the armistice there was considerable relaxation in the work of the Bureau of War Trade Intelligence, and after the suspension of the enemy trading lists on April 29, 1919, there remained little work to be done. On May 12, accordingly, the bureau was consolidated with the Bureau of Enemy Trade under the name of the latter. One War Trade Intelligence examiner was retained to handle the few pending matters such as the answering of inquiries that continued to come in regarding past action by the bureau, and arranging the material of the bureau for ultimate transfer to the Department of State, and also, at the request of that department, to continue to exercise a certain supervision of Mexican trade. At the request of the Department of State also the Passport Division continued in operation in order to make available to the department, in connection with requests for passports, the information contained on the War Trade Intelligence character cards.

THE BUREAU OF FOREIGN AGENTS.

HISTORICAL SKETCH.

The Bureau of Foreign Agents and Reports was established by a resolution of the War Trade Board in regular session, November 2, 1917:

Resolved, That the War Trade Board hereby establishes a Bureau of Foreign Agents and Reports, and said bureau is hereby authorized and directed to assume the instruction and direction of the special agents of the Department of State in foreign countries who are, or will be, engaged in the collection of information for the Board; and to exercise all such other functions as may properly appertain to said bureau.

It was arranged that the bureau should take over certain functions, force, and equipment from the secretary's office, be operated under the supervision of a subcommittee of the Board, and be responsible to the chairman. When the bureau was created, there were five foreign representatives of the War Trade Board, located in Holland, Denmark, Sweden, and Spain, there being two representatives in Spain. The number of foreign agents was increased during the year 1918 until at the time the armistice was signed the Board had representatives in Argentina, Bolivia, Brazil, the Canary Islands, Chile, China, Cuba, Ecuador, England, France, Greece, Guatemala, Italy, Japan, Java, Mexico, Norway, Peru, Portugal, Russia, and Switzerland, in addition to the four countries first enumerated. In some of these countries a confidential force was employed, there being 35 in England, 18 in Spain, and 11 in France. Subsequent to the signing of the armistice offices were established in Colombia, Honduras, Finland, Luxemburg, and Austria. A complete list of the foreign staff is contained in the Appendix.

Most of the foreign agents and representatives of the Board had semidiplomatic status with the Department of State and had official appointment from the Secretary. They were paid from a special fund allotted to the War Trade Board by the President from the national security and defense appropriation. On or about December 1, 1918, the War Trade Board allotment for foreign agents was exhausted and the Secretary of State formally accepted financial responsibility for the War Trade Board foreign agents on and after December 1, 1918, and undertook to pay their salaries and expenses from certain funds allotted to the Department of State. This arrangement continued until some time in April, 1919, when, by reason of failure of Congress to make the necessary appropriations, the Department of State was compelled to call upon the War Trade Board for funds with which to continue the foreign agents. After a conference of the representatives of the War Trade Board, the Department of State, and the Office of the Comptroller an arrangement was made whereby the Department of State would continue to make the payments to the foreign agents abroad and be reimbursed

WAR TRADE BOARD

CHAIRMAN

BUREAU OF FOREIGN AGENTS

ASSISTANT DIRECTOR

DIRECTOR

FOREIGN AGENTS

WASHINGTON OFFICE

DIVISION OF ABSTRACTING

OFFICE MANAGER

FILES

STENOGRAPHERS
AND
TYPISTS

GOVERNMENT ORGANIZATIONS AND OTHER COOPERATING AGENCIES
WHICH ARE NOT A PART OF THE WAR TRADE BOARD

DEPARTMENT OF
STATE

DEPARTMENT OF
COMMERCE

DEPARTMENT OF
AGRICULTURE

WAR
DEPARTMENT

NAVY
DEPARTMENT

PAN AMERICAN
UNION

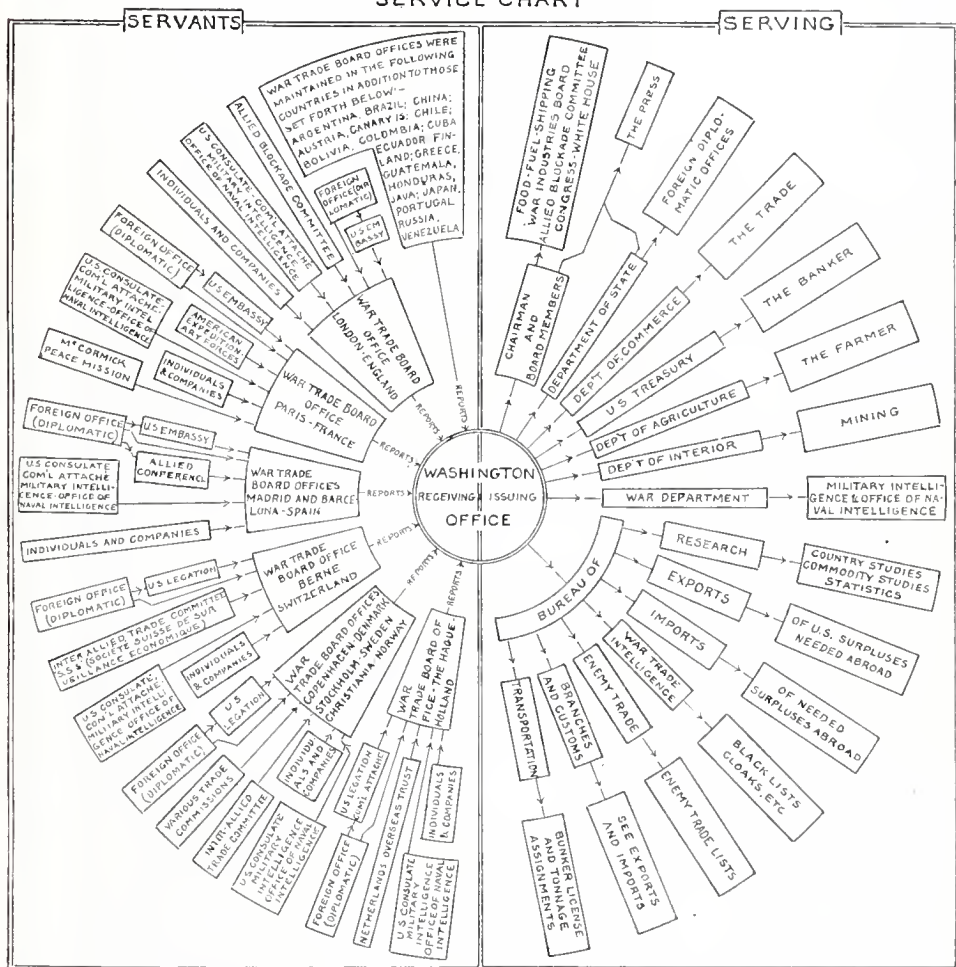
CARNEGIE
INSTITUTION

FIRMS, CORPORATIONS,
AND INDIVIDUALS WITH
FOREIGN EXPERIENCE
AND KNOWLEDGE

by the War Trade Board disbursing officer on presentation of proper accounts.

During the period up to April 18, 1918, the character of the work accomplished in the Washington office was to receive the reports of foreign agents, make an abstract of their contents and route the information to the proper bureau heads. The qualifications for abstracting required men of unusual ability and those possessed with a more or less intimate knowledge of the foreign countries with which they were concerned. The abstracter not only made digests, but also studied the economic and political conditions of the countries

THE BUREAU OF FOREIGN AGENTS
SERVICE CHART



and was expected to become an expert so that he could advise any member of the War Trade Board regarding recent or pertinent information.

After April 18, 1918, most of the work of abstracting and compiling and all the material in the files were turned over to the Bureau of Research, which thereafter assumed the responsibility of preparing reports and supplying the War Trade Board with all desired information relative either to commodities or countries.

The chief function of the Washington office was henceforth to collect, file and route all foreign information as well as to select and

IV. AGENCIES OF CONTROL.

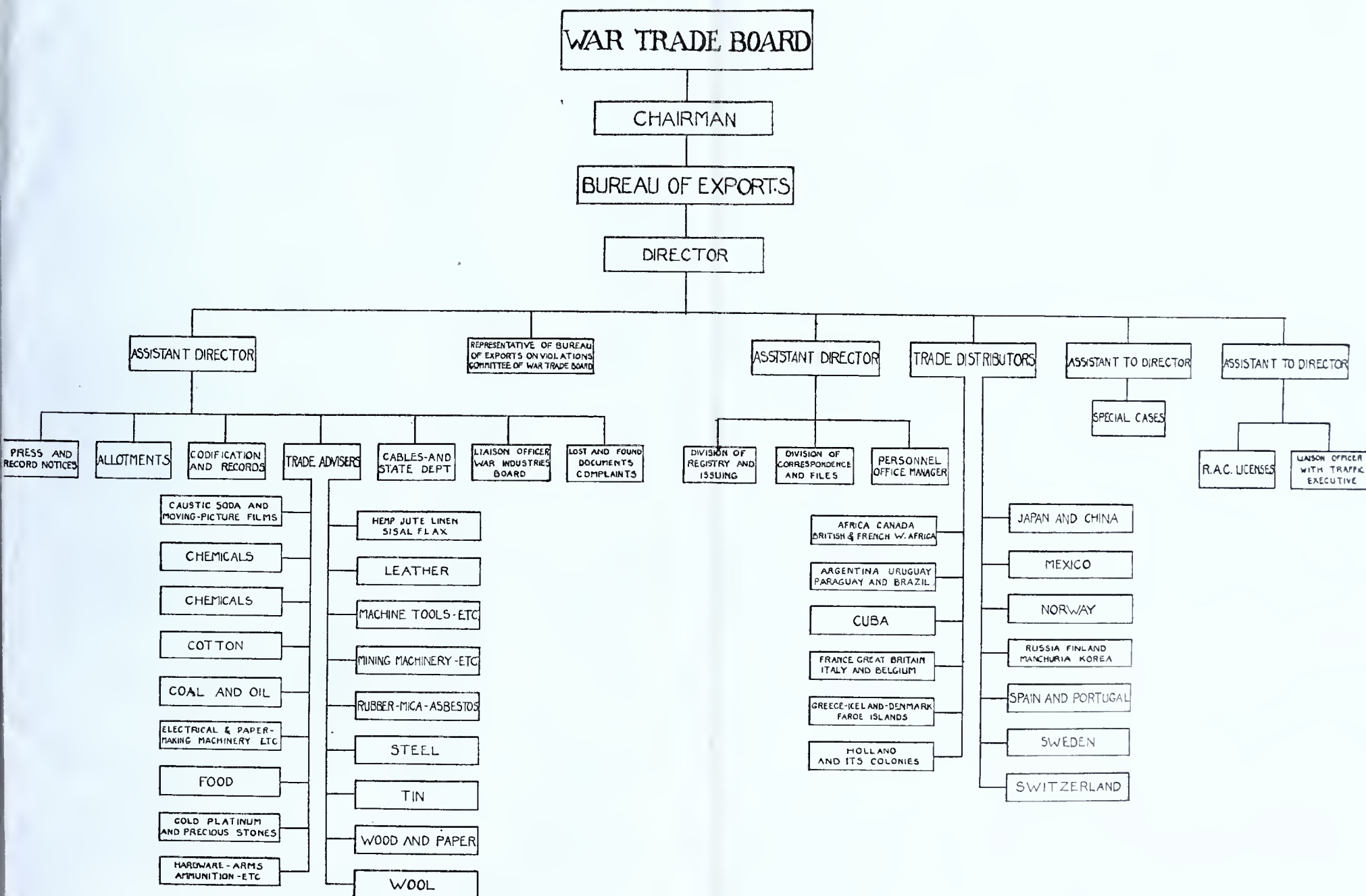
THE BUREAU OF EXPORTS.

THE BEGINNING OF EXPORT CONTROL.

The Executive order of the President, signed June 22, 1917, gave to the Secretary of Commerce the authority, vested by the espionage act, to administer the control of exports under rules and regulations established by the President. In conformity with this order the Secretary of Commerce caused to be organized in the Bureau of Foreign and Domestic Commerce a Division of Export Licenses. The proclamation of July 9, 1917, named the first group of commodities subject to this control, and on July 9, some 15 or 20 men, all volunteers, comprising the Division of Export Licenses, moved from the Department of Commerce Building to the building being prepared for their occupancy at 1435 K Street.

The Division of Export Licenses, under the Department of Commerce, worked as such, constantly increasing in size until the President signed an Executive order August 21, 1917, effective August 27. This order created the Exports Administrative Board as an entity separate from the Department of Commerce, and transferred the Division of Export Licenses from the Department of Commerce, it then becoming the Bureau of Export Licenses of the Exports Administrative Board. This bureau continued to operate as such until the formation of the War Trade Board which was constituted by the Executive order signed by the President on October 12, 1917, after which date it became the Bureau of Exports of the War Trade Board. On August 27 a new proclamation was signed and became effective August 30, 1917. This proclamation made it necessary to procure export licenses for all articles of commerce when shipped to "enemy" territory or to any of the European neutrals, and also required the licensing, before exportation, of a greatly increased list of articles destined for all other countries of the world. The formation of the War Trade Board became necessary on account of the increased control over commerce authorized by the trading with the enemy law. Until the War Trade Board was formed on October 13, 1917, all of its executive work was carried on by the Bureau of Exports organized into various divisions, which divisions were subsequently changed to bureaus and made independent of the Bureau of Exports. On November 28 the third export proclamation was issued, adding certain commodities to the list contained in the second half of the proclamation of August 27. It was necessitated by the publication on November 28 of the President's proclamation controlling certain imports. Many of the articles covered by the import proclamation came from British possessions and had heretofore been controlled by the British Government. In taking over the control of these articles it became necessary to supervise both their import and their export.

The final step in laying the groundwork of export control came with the President's proclamation of February 14, 1918, prohibiting the export of any and all commodities of commerce except under license.



THE FUNCTIONS OF THE BUREAU OF EXPORTS.

The Bureau of Exports was an entirely administrative department, operating in accordance with the policies and rules and regulations laid down by the War Trade Board and conveyed to the bureau in what were known as "Confidential General Instructions of the War Trade Board." In these instructions were incorporated the earlier rules and regulations of the Exports Administrative Board and of the Department of Commerce. The bureau worked in close cooperation with other bureaus, such as Research and Statistics and War Trade Intelligence, and depended largely upon them for results.

The work of the bureau as an administrative organization was, in general terms, the control of exports in accordance with the policies laid down by the War Trade Board; its efforts were in large part devoted to the development of a procedure that would permit a careful examination of all applications for license to export and at the same time permit quick action upon the several thousand applications that were received daily and thus occasion as little delay as possible to business houses engaged in the export trade.

The export policy of the War Trade Board may be described briefly as follows:

- (1) Control of exports in the interest of conserving essential war materials.
- (2) Embargo on exports to border neutrals, or rations to them in accordance with definite agreements.
- (3) Rations to the neutrals or to Allies by agreement.
- (4) The free movement of essential supplies to the Allied Governments.
- (5) Control of exports to neutrals in some cases for bargaining purposes.
- (6) Rectification of unfavorable tonnage or trade situations with neutrals.

These policies and their results have been described in detail in the earlier sections of this report. To make them effective the Bureau of Exports organized a Division of Trade Advisers and a Division of Trade Distributors, the former organized on commodity lines, the latter by countries.

The trade advisers.—The chief function of the trade advisers was to make effective the policy of the Board with regard to conservation. They were in most cases men withdrawn from commercial pursuits and were familiar with the conditions of production and supply of the commodities with which they dealt. The groups of commodities controlled by these men, as shown on the organization chart of the Bureau of Exports, was:

- | | |
|---|---|
| (1) Caustic soda and moving-picture films. | (8) Hardware, arms, ammunition, etc. |
| (2) Chemicals (two trade advisers). | (9) Hemp, jute, linen, sisal, flax. |
| (3) Cotton and silk. | (10) Leather. |
| (4) Coal and oil. | (11) Machinery, machine tools, etc. |
| (5) Electrical and paper-making machinery, etc. | (12) Mining machinery, etc. |
| (6) Food, fodder, live stock, etc. | (13) Rubber, mica, asbestos. |
| (7) Gold, platinum, and precious stones. | (14) Iron and steel. |
| | (15) Tin. |
| | (16) Wood and paper. |
| | (17) Wool and certain other animal hairs. |

The trade advisers were charged with the duty of ascertaining the amounts of the various conserved commodities under their control which might be allowed for export. The available supply and the exportable surplus of each commodity was determined from sources within the War Trade Board and from other governmental agencies. In many, probably in the majority of cases, the quantity available for export trade was decided by an outside organization. Thus the Food Administration decided all questions with reference to the export of highly conserved foodstuffs; the Fuel Administration "rationed" the trade adviser for coal and oil with 6,000,000 tons of coal for export; the War Industries Board decided like questions for the many commodities represented by its organization. The essence of the entire policy of control over the export of conserved commodities was the full and free interchange of information between all interested bodies. The trade advisers thus became the focal point for export trade at which the policies of these various groups united. They were thus brought into contact with the agencies named above, with many branches of the War and Navy Departments, such as Signal Corps, Medical Service, Aircraft Board, with such trade organizations as the Textile Alliance and the American Iron and Steel Institute, and with the representatives of the Allied Governments.

The export conservation list which was first published on September 17, 1917, and which was revised and extended continuously thereafter, until in the latter part of 1918 it contained about 1,000 items, was the immediate concern of the trade advisers and represented their announcement to the public from time to time of the status of the export conservation program. This list was in constant process of modification as the development of war activities grew and changed from day to day.

As a corollary to the work of export conservation, the trade advisers were given another function—the distribution or allotment of rationed commodities. The problem of allotment had two phases: First, the distribution among American exporting firms of a trade diminished by the great reduction in the quantity to be exported; and, second, the allotment of these decreased quantities among the various countries anxious to buy in such a way as to supply their necessary requirements and at the same time further the allied cause in every possible manner.

Exports of caustic soda and foodstuffs were allocated among American firms. The methods employed and the results accomplished are described in some detail in Part III, Section III, and the questionnaire used for caustic soda is reproduced in Exhibit VIII of the Appendix. Allotments of conserved foodstuffs to the various countries and colonies dependent upon the United States for their supplies are also discussed in Part III, Section III.

As indications of the results obtained by the various trade advisers, the following instances are of interest. It early became necessary to take steps to retain in the United States a supply of steel plates adequate to meet the essential demands of our program of military and naval construction. The trade adviser in charge of steel withheld all export licenses for steel plate except that destined for war purposes. This action resulted in the release of a

number of rolling mills for use in the production of steel plates required by the shipbuilding program of the United States.

The fuel situation furnished another illustration of the problems confronting a trade expert. The Bureau of Transportation had issued regulations controlling vessels which obtained bunker fuel and ships' stores at ports of the United States. It seemed desirable that the Bureau of Exports should prohibit the exportation of coal to a foreign country unless assurance was given that this coal would be used only to bunker those vessels carrying approved cargoes. Therefore the trade adviser in charge of coal and fuel oils took steps to insure the shipment of coal from this country only under proper agreements with respect to its use at the point of destination.

It was recognized more and more by the different departments of the Government that the Bureau of Exports was a convenient medium through which to accomplish promptly certain results for which no other agency existed. The trade adviser, on account of his constant contact with individuals in the War Department and the Navy Department, was often in a position to ascertain their needs, and on account of his familiarity with proposed shipments for export was able to assist these departments in securing prompt delivery of important quantities of commodities of which the visible supply was limited. For example, at one time the War Department desired to secure immediate delivery of a considerable quantity of phenol, and the trade adviser was able to furnish information as to the location of about 6,000 tons, which had been manufactured for export. By withholding the licenses for export, this phenol was retained in the country for the use of the War Department.

On certain occasions it seemed desirable to withhold American paper and printing supplies from anti-American newspapers in foreign countries and to facilitate the publication of pro-American or pro-Ally papers by permitting shipments of these commodities to them. To insure deliveries satisfactory to the Government, the Bureau of Exports secured guaranties from shippers in this country in regard to both the consignee and the use of these supplies, and furnished sufficient information in regard to each consignment to enable American officials abroad to enforce the guaranties given by shippers.

The trade distributors.—Aside from the matter of conservation the control of exports was largely a matter of specific regulation affecting exports to separate countries or groups of countries. Thus there was at one time an embargo on exports to the northern neutral countries. This was afterwards changed in accordance with agreements entered into between these countries and the War Trade Board, and they were rationed with definite quantities of conserved commodities and were allowed to receive as well certain nonessential commodities in so far as available tonnage permitted. The West Indies, Mexico, and Central America were subject to special regulations as to rationed and other commodities; likewise Spain, the Dutch East Indies, Africa, and the allied countries.

The increasing variety and complexity of these various regulations necessitated the formation of a group of men organized on a country basis. The Division of Trade Distribution, with trade distributors to pass upon all applications for licenses to export to particular

countries, was therefore organized in December, 1917. On November 11, 1918, the following countries or groups of countries were represented by trade distributors:

1. Canada; British, French, and other West Africa.
2. Argentina, Uruguay, Paraguay, Brazil.
3. Great Britain, France, Italy, Belgium.
4. Greece, Denmark, Iceland, Faroe Islands.
5. Russia, Finland, Manchuria, Korea.
6. Holland and her colonies.
7. Japan, China.
8. Spain, Portugal.
9. Cuba.
10. Mexico.
11. Switzerland.
12. Norway.
13. Sweden.

Part III of this report discusses at length the regulations of the War Trade Board with respect to exports to the various countries of the world and the corresponding import control by the same countries. It was the duty of the trade distributors to see that these regulations were observed. Thus, for example, the procedure governing shipments to the West Indies and West Africa was developed by the War Trade Board in cooperation with representatives of these several countries, and the foodstuff allotments for them were fixed by a trade adviser, but the trade distributors for these countries examined license applications with reference to allotments and determined whether the requisite authority for the shipment had been granted by the control agency in the country of destination. Again, exports to private firms in allied countries required visé by the appropriate allied war mission in the United States, and the trade distributor for the allied countries reviewed each application to see that all steps in the procedure were satisfactorily consummated.

The function of the trade distributors in maintaining export control is well illustrated in the case of Spain. Pending negotiations between the War Trade Board and Spanish representatives for furnishing the American Expeditionary Forces in France with certain needed supplies of food, clothing, leather goods, etc., it was the policy of the Board to withhold all licenses for export of commodities urgently needed by Spain. Appropriate instructions from the Board to the trade distributor for Spain accomplished the desired result.

As the preceding pages indicate, the basic functions of the Bureau of Exports were administered by the trade advisers and trade distributors. Their duties were distinct, and yet the fullest cooperation between them was necessary and did exist. The following is an example: The Signal Corps at one time decided that the available supply of mahogany suitable for the manufacture of aeroplane propellers was inadequate for the necessities of its program. The trade adviser for lumber ascertained that there was a considerable amount of suitable mahogany in the United States, most of which had been purchased by the British and French from importers, dealers, and manufacturers in this country at prices higher than seemed reasonable. It was also ascertained that certain stocks had been withdrawn from the market by dealers in anticipation of later sales at still higher prices. By suspending the export licenses already issued for

proposed shipments to England and France, the Bureau of Exports was able to bring about a community of interest between the War Department, Navy Department, and the Allied Governments and the importers, manufacturers, and dealers in mahogany. The trade adviser in charge of mahogany was able, by cooperation with the other trade advisers of the bureau and with the trade distributor in charge of Honduras, to obtain consideration of the question of supplying Honduras with such commodities as were required to stimulate the production of a requisite amount of mahogany.

THE DEVELOPMENT OF LICENSE PROCEDURE.

THE COORDINATION OF LICENSE PROCEDURE WITH THE CUSTOMS SERVICE.

The requirement of licenses for export made necessary an immediate contact with the customs division of the Treasury Department, since all export shipments were made through the customs. An arrangement was concluded with the Treasury whereby no shipments requiring license from the War Trade Board would be passed by the customs until all the regulations of the Board had been complied with. Export licenses were issued upon the basis of approved applications submitted by consignors. They were not required in case of shipments to noncontiguous possessions of the United States. The shipment of coin, currency, and bullion was beyond the jurisdiction of the War Trade Board. Export licenses were of two kinds:

- (1) Individual licenses.
- (2) Special licenses, identified by the symbol "RAC."

To obtain an individual export license the consignor submitted to the Bureau of Exports, or to one of its branches, an application blank, Form X, with entries showing:

Date.
 Applicant's reference number.
 Consignor.
 Approximate number and kind of packages.
 Commodity.
 Weight.
 Value of each item.
 Consignee abroad.
 Ultimate destination.

Reserve spaces were provided on the blank for entry by the issuing office of:

Application number.
 Disposition.
 Date.
 Expiration date.
 War Trade Board commodity code number.¹

Export licenses were prepared in triplicate, the original being issued to the consignor, the duplicate being forwarded to the Division of Tabulation and Statistics, and the triplicate being filed. Each license bore a serial number identical with the serial number on the application therefor.

¹ In the case of certain commodities and of certain countries "supplemental information sheets" were also required to be attached to the application. These might or might not provide for the entry of the War Trade Board commodity code numbers.

The form provided for the following information:

Date.
Expiration date.
Applicant's reference number.
License number.
Consignor.
Approximate number and kind of packages.
Commodity.
Quantity.
War Trade Board code number.
Value.
Consignee.
Ultimate destination.

On the export license the quantity might be less than that shown on the application, since the Bureau of Exports had power to limit the amount of any commodity licensed. There might also be an occasional unimportant variation in the description of the commodity. Otherwise the entries of the foregoing information were identical on the two forms.

When a licensee was ready to ship, he submitted to the collector of customs a "shipper's export declaration" in quadruplicate with entries as to:

Consignor.
Place of original shipment.
Carrier or vessel.
Port of exportation.
Ultimate destination.
War Trade Board export license number.
Date of expiration.
Marks and numbers.
Number and kind of packages.
Commodity.
War Trade Board code number.
Quantity.
Value.

He also submitted his export license, with entries, in cases of partial shipment, on the reverse showing:

Marks and numbers.
Description of the partial shipment.
Export declaration number.
Quantity.
Value.
Port of exportation.

If the first shipment covered the whole amount allowed by the license, the license was retained by the collector; otherwise it was returned to the licensee. In either case the collector was supposed to indorse the statement on the reverse side, but in practice this rule was not followed consistently. He also indorsed the export declaration to the effect that the proposed shipment was within the limits of the license. He retained the original and one copy of the declaration and delivered the other two copies to the licensee, one for the steamship company and the other for the customs inspector at the dock. Upon receipt of the customs inspector's copy, the collector transferred information as to any short shipments or other variations noted thereon to the two copies which he had retained. One of these copies, and also the original license, if it had been surrendered to him, he forwarded to the Division of Tabulation and Statistics.

For subsequent shipments under a partially used license the same procedure was followed.

COORDINATION WITH THE RAILROAD ADMINISTRATION.

A serious problem arose during the winter of 1917-18 from the fact that shipments intended for export were made by rail from interior points to ports of exit and upon arrival were refused licenses for export. The railroad congestion during the winter was due in large part to the fact that shippers had started freight moving to the seaboard on the chance that they could get storage and steamship space. To meet this situation, the Railroad Administration issued a circular on April 25, 1918, instructing shippers that it would thereafter be necessary to present to the railroad an export license number before securing rolling stock for shipments intended for export, and this number must appear on the waybill. Exceptions were made in cases where storage was ample at ports, or where it was the custom of the trade, as with grain and flour, to move commodities to seaboard for storage and grading, without knowledge whether the goods would be sold in domestic or in foreign markets. Further exceptions included all commodities moving under special (RAC) licenses.

By announcement of April 27, 1918, the War Trade Board adopted this regulation of the Railroad Administration as part of their rules and regulations, at the same time calling special attention to the provisions that the license number should appear on the waybill and that the license or partial shipment authority must be in the hands of the collector of customs at the port of exit on or before the arrival of the freight at port.

INDIVIDUAL LICENSES AND RAC LICENSES.

The foremost duty of the Bureau of Exports was to control our outgoing trade in such a way as to lead to the most successful prosecution of the war. This work, as indicated heretofore, was in the hands of the trade advisers and trade distributors. The problem of the bureau, as a matter of procedure, was to make this control effective and at the same time pass the thousands of applications for license that were presented with as little delay and as little inconvenience to the public as possible. It was a matter, therefore, of simplifying procedure and of expediting the consideration of applications. Where it was necessary to control exports for the purpose of making effective the policies of the War Trade Board, an individual license was always required for the shipment of a commodity. These cases included commodities on the conservation list. They included all commodities to certain destinations where enemy trading was probable, or where enemy advantage might otherwise be served, or where control was being exercised for bargaining purposes. Other cases included some commodities, but not all, to certain countries. A list of the possible instances where individual licenses were necessary at a specified date would not be true for a later period, since conditions were changing constantly and the requirements changed accordingly.

In the case of conserved commodities, or of countries such as the European neutrals, where the need for effective control was great, applications for license were forwarded to Washington and license

was issued by the Bureau of Exports. In other cases the branch offices of the War Trade Board were given authority to issue licenses without reference to Washington. For this purpose they were furnished with sets of consignor, consignee, and commodity cards as used in the Division of Registry and Issuing.

Special or RAC licenses were designed to facilitate the exportation of commodities the licensing of which was a formal compliance with Title VII of the espionage act and the President's proclamations thereunder, and did not require reference to conservation policy or to the probability of enemy advantage. They were blanket authorizations to collectors of customs to pass certain shipments by indorsement of the proper RAC license number on the shipper's export declaration. All goods covered by United States Government bills of lading and forwarded on United States transports came within this class, as well as shipments by the Department of State, United States diplomats, and various relief organizations, such as American Red Cross, Young Men's Christian Association, Salvation Army, and Knights of Columbus. The Traffic Executive attended to the shipment of material purchased in the United States by the Allied Governments and all such shipments were made under RAC license.

LICENSE PROCEDURE WITHIN THE BUREAU—THE WORK OF THE REGISTRY-ISSUING DIVISION.

The work of the Registry-Issuing Division fell naturally into seven parts:

- (1) Recording the applications for export licenses sent directly to Washington or via the branch offices and returning for correction those improperly prepared.
- (2) Routing the applications for the approval or disapproval of the trade advisers and others.
- (3) Approving or disapproving certain applications by means of ruling cards, according to information furnished by trade advisers and others.
- (4) Checking applications to see if they were properly approved or disapproved, and issuing licenses or refusals.
- (5) Keeping an accurate record of the applications received and disposed of.
- (6) Answering questions with respect to the status of applications.
- (7) Recording, routing, and filing application correspondence.

The work of the Registry-Issuing Division was carried on through certain well-defined sections, the work of which may be more clearly understood by considering the routing of an application from the time of its receipt until its final disposition.

Examining section.—From the incoming mail room the application was sent directly to the examining section, where each application was read to find out—

1. Whether a license was necessary for the shipment in question.
2. Whether the application was properly filled out.

If the shipment did not require a license, or if the application was not properly filled out, it was returned to the applicant with a letter to that effect. Complete applications were stamped with the date of arrival, numbered, and sent immediately to be carded. The

examining section read approximately 3,500 applications each day, 8 to 10 per cent of which were returned to the applicant because they were improperly filled out.

Carding section.—The carding section received the complete applications from the examining section and from them made in triplicate on a 3 by 5 inch card a record of the important features of the application. (See Exhibit A.) These cards were furnished in strips of five, in three colors, and were eventually filed in the following manner:

- (1) Numerically (white).
- (2) By consignor's name (yellow).
- (3) By consignee's name (blue).

The typists doing this work averaged about 300 applications each per day. The cards were sorted into their three classes, as above mentioned, and sent to the filing section, and the applications were sent to the distribution section.

Distribution section.—It was the duty of the distribution section—

- (1) To see that the applications were properly routed to those interested.
- (2) To see that the proper approvals appeared on the applications before they were sent to the licensing room.

The applications which had been examined and carded at the various branch offices were distributed in the same manner as those examined and carded in Washington.

The distribution section was the central distributing point, from which applications were divided—

- (1) By countries (except applications covering shipments to England and France and their possessions) for the War Trade Intelligence Bureau.
- (2) By commodities for the trade advisers.
- (3) By countries in a different grouping for the trade distributors.
- (4) In the case of applications for England, France, and Italy in a still different grouping for the War Industries Board and war missions.

The distribution section also examined the applications upon their return, and checked them to see that all the necessary approvals appeared, and then sent them to the licensing section.

Ruling card section.—The ruling card section received all applications and granted, refused, or referred the same as to the character of the consignee and consignor, and as to the conservation of the commodity in accordance with instructions contained on the ruling cards. (See Exhibits B, C, and D.)

Refusing section.—The refusing section handled all applications which were refused, and attempted to catch any inconsistencies in these refusals, and to see that the applicants were given the proper reason for refusals. Refused applications were then stamped "refused" and sent to the licensing section, where the refusals were issued in three copies, the original going to the shipper, the duplicate to the Bureau of Tabulation and Statistics, and the triplicate remaining attached to the application.

Licensing section.—The licensing section received approved applications from the distribution section and issued a license in triplicate. The application with the three copies of the license attached was sent

to the auditors, and then to the signing section. The original of the license was sent to the shipper, the duplicate to the Bureau of Tabulation and Statistics, and the triplicate remained attached to the application, and was filed with it. The typists doing this work averaged 160 licenses a day, and the section averaged 2,500 licenses a day.

Signing section.—The signing section received the applications with licenses or refusals attached; here the original of the license was signed, sealed with the seal of the War Trade Board, put in an envelope, and sent to the mail room. The original of the refusal was treated in the same manner except that it was not sealed. The duplicate copies of the license or refusal were detached and sent to the Bureau of Tabulation and Statistics, the triplicate copies initialed and sent to the filing section.

Although the licenses and refusals were checked in the licensing room, they were given a final inspection before being sent out, especial attention being given to see that they were sent to the proper address.

Filing section.—The filing section received the three cards written in the carding section and filed the first numerically, the second by consignor's name and the third by consignee's name. The applications, together with the triplicate copies of the licenses or triplicate copies of the refusals, were filed numerically.

Approximately 75,000 consignors' cards were on file at the end of 1918. The cards under each consignor's name were subdivided by commodities and countries and further subdivided chronologically.

Consignees' cards were divided by countries with the consignees in each country filed under it alphabetically. These cards were subdivided by commodities and further subdivided chronologically.

There were on file at the same time approximately 1,080,000 applications, and three record cards for each application. These cards enabled the tracing section to answer questions regarding applications which had been filed.

Tracing section.—Inquiries were received at the rate of 1,000 a day from all parts of the War Trade Board with respect to applications. Most of them, however, came from—

- (1) Trade advisers and trade distributors.
- (2) Reception room.
- (3) Bureau of Branches and Customs handling telegraphic inquiries.

Many of these inquiries were extremely vague, but in most instances, if the application concerning which information was sought was on file, the tracing section could give its status.

Coding section.—Closely related to the work of the Registry-Issuing Division was the work of the Bureau of Tabulation and Statistics, particularly with respect to inserting on the application the code number of the commodity in question. Every article of commerce was given an individual code number through an elaborate code system, and these numbers were used on applications, licenses, refusals, and shippers' export declarations for statistical purposes. At the time of the armistice the practice followed was to insert the code numbers after the applications had left the hands of the distribution section and were destined for the trade advisers. In this way one or more of the coders worked on a particular set of commodities and became familiar with those commodities and consequently more accurate.

Correspondence section.—The correspondence section received all correspondence relating to the Bureau of Exports. The letters were carded and recorded and stamped with the date of receipt. The substance of the correspondence was placed upon the card, also the name of the person to whom the correspondence was to be charged. The correspondence was then routed to the proper individual for his attention. When returned it was filed chronologically under the name of the writer, together with any copies of correspondence written by the individual to whom the same was charged.

When correspondence was received by an individual who wished to refer the same to some other individual a reference charge card was made out by that individual and returned to the correspondence section so that at all times it was possible to locate any particular correspondence.

In order to understand more clearly the various channels through which an application passed there is attached a chart showing the usual routing of an application. (See Exhibit E.)

This discussion of the Registry and Issuing Division approximates conditions existing on November 11, 1918.

Exhibit A.

Dan 44823 180	11/10/18	1,936,478
Allen, Edgar & Co., Ltd..		
13-21 Park Row, N. Y. C.		
Filing Cabinet Sections	1,800#	\$650.00
Denmark, Copenhagen,		
De Danske Vin-Og Konserverfabriker,		
11/10/18 M		

Exhibit B.

WHEAT FLOUR.

Canada & Newfoundland	1-A	
Other British American Possessions	2-A	
Mexico	3-A	
Central America (except British Honduras)	4-A	
Cuba	5-A	
Dominican Rep. and Haiti	6-A	G means Grant.
French American possessions	7-A	R means Refuse.
Dutch American possessions	8-A	A means Refer to trade adviser.
Argentina	9-A	
Brazil	10-A	
Chile	11-A	
Peru	12-A	
Uruguay	13-A	
Venezuela	14-A	Control (if any).
Other America	15-A	
Belgium	16-R	
Denmark	17-R	
France	18-A	
Greece	19-R	
Holland	20-R	
Italy	21-A	
Norway	22-R	
Portugal	23-R	
Spain	24-R	

Sweden.....	25-R	Components.
Switzerland.....	26-R	
Russia in Europe.....	27-R	
United Kingdom.....	28-A	
Other Europe.....	29-R	
British India.....	30-R	
British China.....	31-R	
Other China.....	32-R	
Japan, etc.....	33-R	
Russia in Asia.....	34-R	
Other Asia.....	35-R	
British West Africa....	36-R	
Other British Africa....	37-R	
French Africa.....	38-R	
Other Africa.....	39-R	
Australia and New Zea- land.....	40-R	
Straits Settlements....	41-R	
Dutch East Indies.....	42-R	
Other Oceania.....	43-R	

Exhibit C.

Name of consignee.	Control.
Smith Trading Company,	Refuse
Madrid,	C
Spain.	19009

NOTE.—Letter C means reason for refusal.

Exhibit D.

Name of consignor.	Control.
John Doe,	16122
Passaic,	Grant
New Jersey.	

Exhibit E—Report of applications passing over the consignor, consignee, and commodity cards from Oct. 19, 1918, to Jan. 4, 1919.

Date.	Commodity.		Consignor.		Consignee.	
	Number of applications.	Percentage granted and refused.	Number of applications.	Percentage granted and refused.	Number of applications.	Percentage granted and refused.
Oct. 19, 1918.....	43,144	30.1				
Oct. 26, 1918.....	48,228	28.4				
Nov. 2, 1918.....	37,799	28.3				
Nov. 9, 1918.....	36,371	33.2				
Nov. 16, 1918.....	32,695	26.9				
Nov. 23, 1918.....	28,814	29.8				
Nov. 30, 1918.....	21,446	35.4				
Dec. 7, 1918.....	16,948	42.7	10,243	27	10,798	12.8
Dec. 14, 1918.....	13,349	58	12,147	22	12,361	14
Dec. 21, 1918.....	12,566	77	9,862	21	9,970	22.5
Dec. 28, 1918.....	10,647	75	7,178	28	7,026	21
Jan. 4, 1919.....	13,285	84	8,254	28.2	6,817	32

VIOLATIONS OF THE REGULATIONS OF THE BUREAU OF EXPORTS.

The work of dealing with violations or evasions of the regulations of the Bureau of Exports was controlled by the bureau until a Violations Committee was established in September, 1918, to deal with all violations of export, import, and bunker regulations. A record of cases of export violations from April 8 to June 1, 1918, shows reports of 86 attempts to evade or violate the law or the rules of the War Trade Board. After the Violations Committee began its work it reported that the majority of violations calling for action involved the rules affecting exports.

These evasions may be broadly classified as follows:

- (1) Attempts to make shipment without securing export license, by splitting same so as to take advantage of the \$100 privilege.
- (2) Alteration of export license.
- (3) Shipments differing in quantity and value from the license.
- (4) Shipments in which the consignee named is not the ultimate consignee.
- (5) Shipments in which the commodity is not the same as that for which the license was granted.
- (6) Shipments by registered mail of commodities on the conservation list, for which export license had not been secured.
- (7) Shipments of commodities on the conservation list under export declarations stating that no export license is required.
- (8) Shipments consigned to firms on the enemy trading list.
- (9) Shipments on domestic bills of lading of commodities intended for export.
- (10) Violations of the regulations governing the granting of licenses for tin plate.
- (11) Attempted sale of export licenses.
- (12) Attempts to export a conserved commodity under a false classification and thus evade procuring a license: e. g., scrap iron was exported as secondhand car wheels; wire rope, as galvanized wire.

A few examples are given herewith which typify the cases of export violations which came before the Violations Committee of the War Trade Board:

A certain corporation applied for and secured an export license for leather belting, a highly conserved article, representing that it had already been manufactured and stamped with a trade-mark which made it unfit for domestic use. The license was therefore granted by a special vote of the Contraband Committee. When it was subsequently discovered that the goods had not been manufactured at the time of the application, an opportunity was offered for explanation, which resulted in a repetition of the misrepresentation that the goods had been ready for shipment, and as a result the issuance of licenses to this firm was suspended during further investigation. A request that a representative of the company call on the Board was ignored, and finally, after a lapse of about a month, instructions were given by the committee to refuse licenses upon all applications of the company in question. It was then learned that about 1,200

applications were pending, and in expectation that the matter would be adjusted as soon as licenses were refused, orders were given to issue refusals on only 50 applications, and when that brought no result, orders were given about a week later to issue refusals upon 100 applications. As a result of this, the president of the company called upon the committee, acknowledged the fault, and explained that the matter had not been called to his attention until the refusals had come to his office; that the employee who had been responsible for the misrepresentation had been discharged, and that steps had been taken to prevent any further violation of law or deception of the Board. As a result of this interview the order directing that licenses be refused to the company was rescinded. The president of the corporation admitted the entire propriety of the action of the committee, spoke with considerable feeling of the consideration shown to the company under circumstances of unquestioned guilt, and in a subsequent letter written upon his return home, reiterated his feeling of satisfaction at the treatment his company had received.

Another firm, under a license to export tomatoes, exported tomato paste. The offense was admitted and licenses were thereupon refused. After the refusal had continued for three or four weeks, a representative called upon the committee and admitted his guilt, for which he solely was responsible, but contended that he had not realized at the time that the departure from the language of the license was a serious matter. He gave assurance that there would be no further violations, stated that his business had suffered through the action of the committee, and expressed a willingness to pay a fine sufficiently large to deprive him of the profits which he had realized on the transaction. The order to refuse licenses was thereupon rescinded.

In a similar case the exporter offered to send a check for \$500, representing about twice the amount of his profit, to the Red Cross, provided the committee would take no action. The offer to accept money for the Red Cross was refused. The exporter therefore declared his intention to send a contribution to the Red Cross irrespective of any arrangement or expressed desire on the part of the committee.

In another case an application was filed to export flour to Guadeloupe. The application was refused because not accompanied by an import license issued by the governor of Guadeloupe, which was at that time required. A new application was then filed, accompanied by an import license. Examination disclosed that the import license had been changed by adding a cipher to the statement of pounds for which it had been issued, the quantity being thus raised from 14,882 pounds to 148,820 pounds. The application was for the exportation of about 137,000 pounds. Through the secret service an investigation was made, which showed that the president of the company had conspired with two other persons to change the import license for the purpose of securing the export license. All licenses were thereafter refused to him. The matter was brought to the attention of the Department of Justice and indictments were secured.

Three firms arranged, upon export licenses of tapioca to France, to make shipment instead to Spain. Investigation disclosed that this was accomplished by deceiving the customs authorities. Licenses were thereafter refused to all three firms.

Examination of the correspondence files of a certain person showed that he had advised the representative in this country of a firm of Germans in a neutral country, before the trading with the enemy act had been passed, that such an act was impending and that it would be advisable for the firm to adopt a cover name, so that exports might be made to them; that a cover name was accordingly adopted and exports made through the intervention of this person. His name was therefore placed upon the confidential consignors' list.

In another case a certain company had secured its allocation for exports of caustic soda by a misstatement regarding its shipments during the fiscal year ending June 30, 1917. Over 30 shipments had been made under licenses issued by the Board on the strength of this misstatement. An investigation of the company's transactions was made, from which it was learned that their gross profits had been in the neighborhood of \$100,000. It was also learned that the misstatement had been made by the president of the company. A reorganization of the company was demanded which would eliminate from executive duties the president and all persons in any way connected with the deceit which had been practiced on the Board. This demand was fully complied with. In connection with the reorganization, and with the assistance of the Department of Justice, to whom the matter had been referred, the company made an agreement with the United States attorney whereby it undertook to pay damages to the United States of America in the sum of \$100,000. A substantial part of this sum was paid, and the balance is evidenced by notes which were delivered to the United States attorney.

MODIFICATION OF PROCEDURE FOLLOWING THE ARMISTICE.

In harmony with various relaxations in the restrictions relative to particular commodities, and respecting shipments to particular countries, that were determined upon from time to time after the armistice became effective, changes designed to keep pace with the relaxations were made in the procedure for obtaining licenses and the shipping procedure from United States ports. The purpose was to facilitate proposed exportations of unrestricted commodities to countries with respect to which trade restrictions had been removed. The device principally resorted to was the special type of license mentioned before in this report as having borne, as a distinguishing mark in each case, the letters "RAC" in connection with the serial number of the license.

Relaxation by means of RAC licenses.—These special RAC licenses were of four general classes: (a) Those issued to cover exportations for military and other war purposes, and issued directly to various governmental agencies, such as the State, War, and Navy Departments, the United States Shipping Board, and the so-called Traffic Executive of the British, French, and Italian War Missions; (b) those issued to organizations like the Red Cross, the Young Men's Christian Association, the Knights of Columbus, and the Salvation Army for shipments of supplies to their forces overseas; (c) those issued to cover exportations of an ordinary commercial character by persons or concerns for their private accounts, and (d) those issued to cover exportations of a noncommercial character, such as exportations of personal effects, passengers' baggage, household

goods, gifts by relatives and friends to members of the American Expeditionary Forces, supplies for diplomatic and consular officers of the United States and friendly countries, etc.

This device is one that had been adopted early in the course of the operations relative to export control and had been found to be practicable. Referring particularly to the kind of special license that was issued to cover exportations of an ordinary commercial character: In theory it consisted of a general license, issued through the Customs Division of the Treasury Department, or through the Post Office Department, as the case might be—this, of course, depending upon whether the shipments intended to be covered in any particular case were to be by freight or express or whether they were to be by mail—whereunder exportations of the commodities or class or classes of commodities specified in the license might be permitted without the usual application and licensing formalities when the shipment contemplated was destined to a country therein designated.

In neither of these cases was the exporter required to obtain from the Board an individual license. When the shipment was to be by freight or express, the shipper was required only to present to the collector of customs at the port of exit four copies of the usual form of shippers' export declaration, and if the goods, on examination, were found to be covered by an RAC license, the shipment was passed by the collector by indorsement of the RAC license number on the shipper's export declaration. In case of shipments by mail, the procedure was equally simple. Postmasters throughout the country were authorized to accept for export packages of goods covered by the appropriate RAC license when the shipment was in accordance with the postal regulations, when it was not in violation of the trading with the enemy act, and when the package was indorsed with the RAC license number, the name and address of both consignor and consignee, and a statement of the contents of the package.

The situation by the end of May, 1919, so far as commercial shipments by freight or express were concerned, was that all inconvenience formerly attached to obtaining individual export licenses had been eliminated when the goods were consigned to any country in North, Central, or South America, the West Indies, Oceania, or British, French, Italian, Belgian, and Japanese possessions throughout the world, also when destined to any country in Asia, except Arabia and Turkey in Asia, or when destined to any country in Africa and any country in Europe, except Russia, Denmark, and Sweden, the enemy and ally of enemy countries and certain countries formerly dominated by their military forces, such as Finland, Poland, the Baltic Provinces, the Adriatic and Black Sea ports, the territory embraced in the new State of Czecho-Slovakia and that embraced in the territory known as Jugo-Slavia. The only restrictions remaining in effect were for ammunition, firearms and explosives, coal and coke, moving-picture films, wheat (other than for seed purposes), and wheat flour. These were still on the export conservation list.

From time to time, after the withdrawal of the enemy trading list, relaxations substantially corresponding with those relative to the special licensing of exportations by freight and express were pro-

vided for in the procedure and requirements with respect to exportations by mail.

In-transit shipments.—Step by step with the relaxations in the restrictions governing the exportation from the United States of commodities originating in the United States, modifications were made in the licensing of shipments originating in foreign countries and destined to other foreign countries passing through the territory of or via ports of the United States. As territories were opened for unrestricted trade by reason of the withdrawal of the enemy trading list on April 29, 1919, corresponding relaxations were made in the "in-transit" procedure and shipments to these countries in transit through the United States and via United States ports were permitted under special export license RAC 42. In like manner, when it was found possible to permit shipments to the northern neutrals and Switzerland under special RAC licenses, this same procedure, under RAC 42, was extended to cover shipments in transit through the territory of or via ports of the United States to those countries.

Simplification of procedure for individual licenses.—Shortly after the signing of the armistice the War Trade Board also entered upon a policy of relaxation with respect to restrictions surrounding the issue of "individual" export licenses. Theretofore the supervision that was exercised was primarily by means of information required to be submitted by the applicant for the license. The application and various supplemental information sheets prescribed for use in particular cases were so designed that the Bureaus of Exports and War Trade Intelligence might be informed as to the character, quantity, weight, and value of the commodity offered for export, the names and addresses of the consignor, consignee, and purchaser abroad, the ultimate destination of the shipment, the proposed means of transportation and the route, in many cases the purpose of the proposed exportation and other details connected with the transaction, when considering whether license should be issued. Such licenses were specific as to the commodity, and as to the weight and value of the commodity, permitted to be exported, and with respect to the consignee and destination. A time limit was fixed, usually three months from the date of issue, within which the exportation might be made.

On the 9th of November, 1918, it had been announced that, with the exception of licenses for exportations to Norway, Sweden, Denmark, Holland, Switzerland, Greece, Iceland, and the Faroe Islands, "all export licenses which were unexpired on the 15th of November, 1918, will be valid until used, unless revoked, notwithstanding such licenses are stamped as expiring on November 15, 1918, or subsequently thereto;" that "collectors of customs and the Post Office Department have been advised accordingly, and therefore they will accept licenses," except to cover exportations to the countries above named, "when the expiration date is specified on the license as November 15, 1918, or later." In December this was amended by the removal of the exception with reference to licenses for exportations to Greece. In January licenses for exportations to Iceland and the Faroe Islands were withdrawn from those so excepted. In March licenses for exportations to Switzerland were withdrawn. In April the exception was withdrawn as to licenses for exportations to the remaining countries.

In the latter part of January, in harmony with the above, a new and very much simpler form of application for export license was authorized. This was known as Form X-A. Instead of containing provision for the elaborate system of information required in the old Form X, the new Form X-A asked only for the name, address, and nature of business of the consignor, a description of and the quantity and approximate weight and value of the commodity or commodities offered for export, the name and address of the consignee and purchaser abroad and of the person to whom it was desired that the license when issued should be sent, and contained a blank for any additional information in support of the request for the license that the applicant might care to present. By the end of May nearly all of the many supplemental information forms which had been required to be submitted with applications for individual export license had been discontinued.

THE BUREAU OF IMPORTS.

THE EVOLUTION OF THE BUREAU.

The forerunners of the bureau.—The beginnings of the Bureau of Imports may be traced back to the first organization created as a result of the espionage act passed June 15, 1917, and the Executive order of June 22, 1917. This was called the Division of Export Licenses of the Bureau of Foreign and Domestic Commerce. Although this division was created to exercise control over exports, it was recognized that the intelligent development of a policy of export control necessitated information on the import situation. Accordingly, the Section of Imports was formed in the Division of Export Licenses to study the needs of the United States for various commodities essential for the prosecution of the war, to facilitate the importation of such goods, and to encourage increased domestic production whenever possible. It put itself in touch with trade organizations and endeavored to organize new trade organizations for the purpose of securing the cooperation of the business world; of disturbing our industries as little as possible, while at the same time keeping in the foreground the great necessity of winning the war; of gaining desired information as quickly, as accurately, and with as little inconvenience to business as possible; and of facilitating the importation of essential commodities into this country through enabling the Allies to treat with responsible agencies. (For a more complete description of this work see pp. 75-81.)

The Executive order of August 21, 1917, abolished the Division of Export Licenses of the Bureau of Foreign and Domestic Commerce, and in its place created a Bureau of Export Licenses under the immediate control of the Exports Administrative Board. The former Section of Imports now became the Division of Imports, sometimes called Division of Industrial Materials, of the Bureau of Export Licenses. This division continued to carry on and expand the work that had been begun in the Bureau of Foreign and Domestic Commerce.

The establishment of the bureau.—On October 6, 1917, the trading with the enemy act was passed. By virtue of the authority granted by this act President Wilson, on October 12, issued the Executive order creating the War Trade Board to supersede the Exports Administrative Board. The War Trade Board was organized on Saturday, October 13, and on October 15, 1917, it passed a resolution establishing the Bureau of Imports. By the terms of this resolution the bureau was directed to continue the work which at the time was being performed by the Division of Imports of the Bureau of Export Licenses and to exercise all such functions as might properly fall to it under the President's Executive order of October 12, 1917.

THE FUNCTIONS OF THE BUREAU.

To continue the work previously performed by the Division of Imports of the Bureau of Export Licenses.—The nature of this work has already been discussed. For the remainder of the year 1917, at least, this continued to be principal work of the bureau. Until after the President's proclamation of November 28, 1917, the bureau also issued export licenses for certain commodities. The export licenses handled by the bureau related to the exportation of commodities, the importation of which the bureau had been endeavoring to facilitate. It was logical to suppose that those who were best informed as to supplies and sources of supply should be best fitted to judge the quantity of raw materials or manufactured goods that should be allowed to be exported, due consideration being given to the need of conservation and to the agreements and guaranties under which this class of goods was allowed by the Allies to be imported into the United States. Inasmuch as these agreements in many instances were the result of the efforts of the bureau, it is evident that it was especially qualified to deal with these particular commodities.

To exercise all such functions as might properly fall to it under the President's Executive order of October 12, 1917.—Section 3 of this Executive order empowered the War Trade Board to issue or refuse licenses for the importation of all articles whose importation might thereafter be restricted by Executive order. The War Trade Board made the Bureau of Imports its administrative agency for exercising the control over imports which was vested in the Board by the President. A brief sketch of the gradual development of this power to control imports follows:

THE DEVELOPMENT OF THE IMPORT PROGRAM.

First presidential proclamation requiring import licenses.—The trading with the enemy act, passed October 6, 1917, empowered the President to prohibit the importation of any article or articles except under such regulations as he might prescribe. On November 28, 1917, he issued a proclamation in which were enumerated about 100 commodities, mostly foodstuffs and raw materials of great importance for the production of military supplies, the importation of which into the United States or any of its possessions was prohibited except by license. The principal purpose of this proclamation was to facilitate rather than to prohibit imports. The Allies could now be less stringent in issuing export licenses for these commodities, since they were assured that the United States Government was undertaking to prevent these commodities from ultimately falling into the hands of the enemy, and was endeavoring to have them utilized in whatever way would be most conducive to the successful prosecution of the war. The introduction of the licensing system also afforded opportunity for eliminating the necessity of our importers negotiating with a foreign Government every time they wished to make an importation.

Second presidential proclamation requiring import licenses.—On February 14, 1918, President Wilson issued another proclamation, which prohibited on and after February 16, 1918, the importation into the United States or any of its possessions of any commodity except under license. This action eliminated uncertainty which had

existed in the minds of importers as to whether or not it was necessary for them to obtain licenses from the War Trade Board in order to import their goods. This uncertainty might have arisen from ignorance of the law or from difficulty in interpreting it. In either case importers had been forced to wait until they could obtain definite information regarding the question, or if they had proceeded without such information they had taken the chance of experiencing considerable annoyance and delay later. This doubt was now removed—licenses were hereafter required for all imports.

Still more important was the fact that this proclamation placed complete control over imports in the hands of the War Trade Board. The advantages thus gained may be summarized as follows:

(1) Whenever the supply of raw materials was short, the control over the licensing of imports enabled the War Trade Board to turn the quantities imported into channels most essential for war purposes.¹

(2) Through control over imports it was possible to stop the importation of certain commodities into the United States in order that these goods might be shipped to those of the Allies who needed them more than we.²

(3) Similarly we were able to perform more effectively our agreements for rationing certain border neutrals.³

(4) Through the control of imports it was possible to cripple severely the vast financial and commercial organization which Germany had built up throughout the world. Not only was it possible to refuse import licenses to enemy interests situated within the United States, but it was possible to eliminate the importation of goods shipped by or purchased from firms or individuals located in neutral countries and against whom there was the slightest suspicion that they were German sympathizers. Cut off from trade with the outside world by the allied blockade, Germany had hoped to benefit from the trade of her agents and cloaks, especially those in North and South America. Throughout the world, including the United States, German firms and sympathizers had begun to accumulate large stocks of materials. There were several reasons for this policy. First, the goods might be used as security for obtaining credits. The transfer of credits is much more difficult to control than the transfer of goods. Second, they might be used for the enrichment of the owners, who, being enemy sympathizers, would do all in their power financially to aid the enemy. Third, they might be accumulated to be used by Germany in the economic contest which was sure to come after the war. Fourth, they would at least not be at the disposal of the Allies.

Each application for an import license, after being approved by the trade adviser of the Bureau of Imports who was in charge of the granting of licenses for the given commodity, passed through the hands of the Bureau of War Trade Intelligence. If this bureau knew that the applicant was an enemy sympathizer or that the goods were shipped by an enemy agent or cloak, the application was refused and turned over to the Conference Committee.⁴ This committee decided whether or not there was some special reason why the

¹ See p. 100.

² See pp. 101-103.

³ See pp. 101-103.

⁴ See p. 327.

application should be granted. If there was no sufficient reason for the importation, the refusal of the application was sustained. If, however, the United States had more to gain than to lose by permitting the goods to come into the country, the fact that they were sent by an enemy agent or cloak did not interfere, and a trading with the enemy license was issued, together with an import license.

The fact that firms in neutral countries found to be aiding or abetting the enemy were unable to ship goods into this country was a serious blow to the enemy. Even where these firms were large dealers in necessary commodities, as were the German firms in the Argentine wool trade and in the Brazilian coffee trade, the War Trade Board was able practically to force them out of business, for their market in the United States was closed. The Board was able not only to prevent the importation of goods by enemy firms and from agents or cloaks, but through the power of import control it was able to prevent imported goods from being resold to those who were known to be operating in the interests of the enemy. This was done by refusing to permit a prospective importer to receive his goods until he had given information regarding the person to whom the goods were to be sold, and in many instances guaranties as to the use of the goods were required not only from the original importer, but from any future buyer. Thus a check was placed upon indirect importation of goods in cases where direct importation would have been refused. As an example of the work of the War Trade Board in preventing enemy interests from importing an essential commodity and utilizing it in any of the four ways indicated above, the case of the woolen mills in and near Passaic, N. J., is cited. The capital stock of these mills was largely in German hands and German interests controlled the management of the mills. The War Trade Board refused to grant licenses to these concerns to import raw wool. Through the power which it maintained over the resale of foreign wool imports these concerns were unable even indirectly to secure imported wool. The owners were forced to place the mills voluntarily in the hands of the Alien Property Custodian. The Bureau of Imports appointed a representative to receive and supervise the use of wool, tops, noils, yarns, and waste, including cotton yarn, for these mills. As a result the mills continued to run and were used to manufacture cloth for the United States.

(5) The requirement that licenses be procured for all imports furnished a good opportunity for obtaining important statistical information relating to various trades, which was of great value to those whose duty it was to map out our export and import policies.

(6) The system permitted the War Trade Board through the Bureau of Imports to check hoarding and speculation by requiring importers to guarantee the proper utilization of commodities for whose importation they requested licenses, and by refusing to issue licenses to importers who could not show that they had properly utilized the goods previously imported by them.¹

(7) A certain amount of price control was possible. Various devices were employed to accomplish this when desired: (a) Securing from the applicant a guaranty relative to the price at which he would sell; (b) demanding from the applicant for an import license

¹ See pp. 103-104.

an option on the part of the Government to buy at a certain price; (c) permitting the importation of articles which would compete with other commodities whose price it was desired to keep from rising; (d) prohibiting the importation of certain goods, thus keeping the domestic price from falling; (e) prohibiting the importation by individuals of certain goods, thus enabling the Government to obtain better prices in the purchase of these goods in foreign markets.¹

(8) The control of imports made it possible to regulate to some extent the rate of foreign exchange. This could be accomplished through limiting importations from countries where the rate of exchange was unfavorable to the United States. Although the following action was not taken for the purpose of influencing the rate of American exchange, nevertheless it furnishes an excellent illustration of the possible results of such action. By a ruling issued by the Bureau of Imports on October 15, 1918, all outstanding licenses for the importation of coffee to be shipped after October 18 were revoked. As a result, American exchange in Colombia jumped from 89 to par within 24 hours.

(9) Compensating restrictions could be placed upon the importation of commodities manufactured from raw material whose importation was restricted or whose use for certain purposes was limited. The restrictions on raw materials in some cases might work undue hardships upon manufacturers and it would be merely justice to protect them from foreign competition by placing compensating restrictions upon the importation of the manufactured articles. There were also cases in which the War Industries Board brought about a curtailment in the production of certain goods and it was only fair that an equivalent curtailment of imports of these commodities should be enforced. On May 7 the War Trade Board passed a resolution limiting the importation of crude rubber from overseas to a total of 25,000 tons from May 6, 1918, to July 31, 1918, and all outstanding licenses as to ocean shipments after May 8 were revoked. In August a ruling was issued permitting the licensing of 16,666 tons during the months of August and September, and in September a ruling was issued permitting 25,000 tons to be licensed for importation during the last three months of the year. After December 14, 1918, shipments might be made without restriction from countries of origin. From these 8,333 tons a month the requirements for the production of goods for the Associated Governments were first met and the remainder was allocated among manufacturers of rubber products on the basis of their consumption during the calendar year of 1917. This restriction cut the amount received by the manufacturers for their commercial products more than 50 per cent. In order that their foreign competitors might not be able to take advantage of this fact, the War Trade Board passed a resolution revoking all outstanding licenses for the importation of manufactured rubber goods as to ocean shipment after June 25, 1918, and prohibiting the issue of any more import licenses for these goods after that date.

Linoleum was on List 1 of restricted imports, and licenses for its importation after April 14 could be issued only for shipments by rail from Canada and Mexico or as back haul from convenient ports

¹ See pp. 103-108.

in Europe. The War Industries Board succeeded in securing from the linoleum manufacturers an agreement to reduce their operations 40 per cent. This reduction would reduce the demand for flaxseed or linseed and thus conserve tonnage. To protect the linoleum manufacturers from foreign competition, the War Trade Board on June 24 passed a resolution that no more licenses for the importation of oilcloth or linoleum should be issued and revoked all outstanding licenses as to ocean shipment as back haul from Europe after July 3, 1918.

By a ruling of the War Industries Board, manufacturers of cream separators were limited to the manufacture of four specified types. To permit the importation of cream separators of a type which the American manufacturers were prohibited to manufacture would obviously be unfair. The War Trade Board on October 1, 1918, passed a resolution whereby no further licenses were to be issued for the importation of cream separators of types not permitted to be manufactured in the United States.

(10) The power of restricting imports made possible the conservation of tonnage: (*a*) By decreasing the total quantity of certain goods brought into the country; (*b*) by causing a reduction in the length of haul; (*c*) by causing goods to be imported in sailing vessels or small vessels unsuitable for trans-Atlantic transportation, thus releasing larger ocean-going vessels for trans-Atlantic service; and (*d*) by stimulating the importation of materials in their more concentrated form.¹ From February, 1918, to the signing of the armistice this phase of import control became increasingly important. The first official embargo on imports was a ruling effective January 28, 1918, to the effect that no licenses to import wolfram from Portugal should thereafter be granted.

The policy of restricting imports brought about incidentally certain results which were not the main objects of the restrictions.

(1) So far as the importation of luxuries was restricted, to that extent funds were conserved which might be utilized for the purchase of Government bonds.

(2) By restricting the amount of raw materials which could be imported into the country for purposes other than the prosecution of the war, labor and capital were conserved either for direct military pursuits or for industrial undertakings which were engaged in Government work.

(3) By restricting the importation of certain foodstuffs from European countries the United States tended to turn such commodities into the markets of the Allies and into the hands of her own purchasing agents in Europe. If the articles were nonessential or constituted a surplus, the tendency of the restriction upon their importation was to shift the three factors of production—land, labor, and capital—which were engaged in creating such goods into the production of commodities urgently needed in Europe. Thus, although the main motive of such restrictions may have been to conserve tonnage through lessening our imports and indirectly our exports also, economic forces were set in action which ultimately would have accomplished much more than the conservation of tonnage.

¹ See pp. 122-136.

*List of restricted imports No. 1.*¹—On March 23, 1918, the list of restricted imports No. 1 was published. The list enumerated 82 items for which import licenses would be refused for all shipments on and after April 15, 1918, except under the following conditions:

- (a) When coming by rail from Mexico or Canada when the goods in question originated in those countries or in others from which such goods were being licensed for import.
- (b) When coming as a return cargo from European points and then only—
 - (1) When coming from a convenient port, (2) when loaded without delay, and (3) when the importation from Europe was not specifically prohibited.

Before these restrictions went into effect the following European ports were announced as being convenient ports from which back hauls could be made:

British ports: Glasgow, Liverpool, Manchester, Bristol, Channel ports, Fowey, London, Hull, Newcastle, and Leith.

French ports: Havre, Nantes, St. Nazaire, Cette, Marseilles, Brest, Bordeaux, La Pallice.

Any Spanish or Portuguese port, including islands in the Atlantic belonging to these countries.

By a ruling of the Bureau of Imports June 26, 1918, this provision regarding Portuguese and Spanish islands was modified to read "adjacent islands belonging to these countries in the Mediterranean Sea or in the Atlantic Ocean north of the Grand Canaries."

Any West Italian or Sicilian port. (On June 26 ruling of Bureau of Imports to effect that this included ports in Sardinia and other Italian islands off the west coast of Italy.)

The chief end in view in selecting the commodities placed in List No. 1 was the conservation of tonnage. No attempt was made to draw a line between luxuries and necessities, the main question being what imports could be dispensed with without causing too great disturbance to the economic life of the country.

*List of restricted imports No. 2.*²—As a continuation and extension of the policy which resulted in the preparation of List No. 1, a second list of restricted imports was issued April 22. This list contained 46 items for which no import licenses for shipments made after May 13, 1918, would be granted except as specifically mentioned. The restrictions in this list were classified on a basis of the countries from which importation of the given commodities would still be permitted. The groups were as follows:

- (a) Shipments coming from Canada.
- (b) Shipments coming from Canada and Newfoundland.
- (c) Shipments coming from Canada and Mexico.
- (d) Shipments coming from Cuba and West Indies.
- (e) Shipments coming from Canada, Mexico, Newfoundland, and Scandinavia.
- (f) Shipments coming from non-European countries.
- (g) Shipments coming overland or by lake from Canada or overland from Mexico.

¹ For a history of the publicly announced restrictions placed upon the items in this list, see Appendix, Exhibit II, Section II.

² For a history of the publicly announced restrictions placed in this list, see Appendix, Exhibit II, Section III.

- (h) Shipments coming overland or by lake from Canada; overland from Mexico; or as return cargo from Europe and then only when shipped from a convenient port and when loaded without undue delay.
- (i) Shipments coming from any country, but as deck cargo or on vessels unfit for essential imports.

"Convenient European ports" was defined as in the case of List No. 1. However, on June 26 the back-haul privilege was extended to convenient Mediterranean ports of Africa. This applied to both lists. On July 6 these African ports were designated—Djидjelli, Algiers, and Oran. Finally on July 19 it was ruled that "all allied or neutral ports in Europe or Mediterranean Africa are for the present to be considered as convenient ports." Previous to this time if applications were made for licenses for commodities on a restricted list, where the shipment was to be made from a port not enumerated as one of the convenient ports, it was necessary to consult the Shipping Control Committee of the Shipping Board, but after July 19 no reference to this committee was necessary.

Another new feature connected with List 2 was the defining of the items. The question was constantly arising in the administration of List No. 1 whether or not such an article came within the list. For example, "Is a baseball a toy?" List No. 1 had been prepared on the basis of the classification of the Department of Commerce, but in order to eliminate as far as possible questions which caused inconvenience both to the importers and to the Bureau of Imports, the latter prepared a table in which each item in List No. 2 was defined by a reference to a paragraph in the tariff act of 1913—e. g., "Dairy products—All articles specified in or classified under paragraphs 195, 196, and 547, except sugar of milk in 547." To determine, therefore, whether any given commodity were included in List No. 2, an importer had only to see whether it was classified under the paragraph in the tariff act of 1913 to which the item which might cover the given commodity referred. This plan diminished the work involved in administering the second list about 75 per cent from that involved with the first list.

Supplementary list,¹ sometimes called List No. 3.—This list was never issued as a unit by itself. It consisted of about 40 items upon which import restrictions were officially placed from time to time during the period extending from the publication of List No. 2 until the signing of the armistice. It differed from the first two lists in that the bulk of the items consisted of necessary imports. These were commodities for which the United States was dependent upon outside sources for a supply adequate for our needs. The policy followed in placing an article in this list was to estimate the minimum amount necessary, taking into consideration the possibilities of increased domestic production and opportunities for substitution and then limit the imports to this amount, endeavoring at the same time to secure it with as few long hauls as possible. In fact, the War Trade Board on October 21, 1918, passed a resolution whereby the Bureau of Imports was thereafter to issue no licenses for the importation of any commodity from any country except to cover shipments of the commodities enumerated, and then only from

¹ For a history of the publicly announced restrictions placed in this list, see Appendix, Exhibit 11, Section IV.

the countries, and, when so stated, in the amounts set forth. It was expected that a complete list of permitted imports would be completed and ready for actual enforcement on January 1, 1919. Meanwhile the Bureau of Imports was to issue licenses in conformity with the existing regulations. The signing of the armistice prevented the final completion of this plan.

Government agencies involved in the formulation of the various restrictions.—It should be understood that the Bureau of Imports did not of itself initiate all of the restrictions. The import program, especially after February 1, 1918, was in a large measure worked out by the Division of Planning and Statistics of the Shipping Board acting in full and constant cooperation with the War Trade Board. The regulations in most cases affected other departments of the Government, which were always consulted. In the case of food products the Food Administration was an important factor, and in the case of commodities affecting our industries the War Industries Board played an important part. The influence of the War Department was uppermost whenever essential war materials were involved. The Treasury was interested in so far as the rate of foreign exchange was involved and the State Department regarded the restrictions from the diplomatic point of view. In some instances the Department of Agriculture was involved, as, for example, in the case of the restriction limiting the importation of alfalfa seed to that which should be approved by the Department of Agriculture. The purpose of this was to purify the domestic crop. The Bureau of Imports cooperated in some cases, but from the 1st of February, 1918, its function became more and more purely administrative. It issued licenses according to the rulings of the War Trade Board and enforced them.

MACHINERY DEVELOPED FOR IMPORT CONTROL.

LICENSE SYSTEM.

Acquisition of license.—Any firm or individual desiring to import goods into the United States after November 28, 1917, was required to make an application to the Bureau of Imports for a license to import the desired goods. Blank forms upon which such applications were to be made could be secured from the bureau or any of its branch offices. Applications had to be made out in duplicate and sent to the Bureau of Imports. If the application were granted, the original was returned to the importer with the license indorsed upon it. The duplicate was placed in the files of the Bureau of Imports.

Period of validity of import licenses.—A license was valid, if not revoked, for a period of 90 days from the date of its issue and could be extended from time to time for 90-day periods, provided circumstances did not change so that the request had to be refused. Until September 15, 1918, it was required that United States custom entry be made within 90 days from the date of the license. On and after this date it was sufficient if shipment was made within the 90 days. An extension of time could still be secured. On November 23 the Bureau of Imports issued a ruling that all import licenses thereafter issued should be valid indefinitely unless revoked, pro-

vided it was not otherwise expressly stated in the license. This also held true of any import license issued, or on which extensions had been granted, on or after August 25, 1918.

Partial shipments.—The Bureau of Imports did not issue blanket licenses—that is, licenses for unlimited amounts—to any firm or individual. It did, however, allow an importer to estimate the quantity of a commodity to be shipped to him by any one consignor during a period of 90 days and issued an import license for this amount. The importer was then allowed to enter partial shipments at any time during the life of the license. When the total quantity licensed, or as much of this quantity as the importer desired had been entered, the collector of customs took up the license and returned it to the bureau at Washington.

Notice to United States consuls of import license number.—Each license was numbered and United States consuls were instructed not to issue consular invoices on and after April 15, 1918, for articles mentioned in List No. 1 without first being furnished with the number of the import license or being given other evidence of the issue of such license. Similarly shipping agencies received notice not to accept for shipment consignments of any articles included in List No. 1 without evidence that the import license had been issued. It should be noted that these instructions pertained only to commodities in the restricted lists. The importer was therefore compelled to notify his shipper abroad of the number of his import license, so that the shipper could furnish it to the consul and the shipping agency. Upon being informed as to the number of the import license the consul indorsed this number upon the invoice. In order to obtain his goods after their arrival in this country the importer was required to turn over his license to the collector of customs. The latter would not permit the entry of any restricted articles unless the number of the import license corresponded with the number indorsed on the invoice. The same system was adopted with the articles enumerated in List No. 2.

One serious objection arose with this arrangement. The consuls were obliged to interpret the restricted lists in order to know whether it was necessary that they be informed of the number of the import license before certifying the invoice. In case of articles on the restricted list such information was required; with other articles it was not necessary. The consuls were not in a position to make this interpretation. Consequently the Bureau of Imports announced that on and after May 27, 1918, import license must be procured in advance for all commodities whether or not they were included in the restricted lists. This eliminated all need of interpreting the restricted lists on the part of the consuls.

In spite of this modification and in spite of the clear regulations of the War Trade Board, certain consuls persisted in certifying invoices for restricted articles when no import license had been granted. Moreover, it was discovered that there were large numbers of shipments made when the foreign shipper had given the consul a fictitious number and had in this way secured the certification of the consul. Under the system used there was no way by which the consul could tell whether the number given was correct. These conditions led to a rule, which became effective October 1, 1918, that consuls should

not certify invoices for any shipments except upon official notification from the War Trade Board through the State Department of the license number, the names of the consignor and consignee, a description of the commodity to be shipped, and the quantity licensed. The Bureau of Imports at the request of the importer would mail or cable the number at his expense. The establishment of this system involved a large amount of additional work for the bureau, but it was believed to be an important step in the development of a strict enforcement of the import regulations. On December 16, 1918, the Bureau of Imports discontinued this practice of notifying the consuls officially of import license numbers. The consuls were instructed not to indorse the license number upon the invoice until the shipper produced a letter or cable from the consignee stating the import license number, the commodity, and the quantity licensed. The expense connected with the cabling of the numbers amounted to about \$4,000 a month, and it was thought that the changed conditions which existed because of the signing of the armistice did not warrant this expense. The new precautions taken to avoid violation of the regulations were deemed sufficient, considering the fact that the rapid removal of import restrictions would, in large measure, eliminate attempts to evade the law. Effective January 17, 1919, the consuls were instructed to certify invoices covering all unrestricted commodities without demanding the production of an import license number. This action relieved the importers of the United States from the inconvenience and expense involved in furnishing their shippers abroad with the import license numbers hitherto required to be given to the consuls before the latter would certify the invoices. It reduced the system to the original form in which the license number was required only in the case of commodities which were on the lists of restricted imports. As has been stated, the serious objection to this original procedure was the difficulty experienced by the consuls in interpreting the restricted lists. However, by the middle of January, 1919, over 90 per cent of the items on these lists had been removed. The consuls could now easily keep informed as to the commodities still being restricted, and consequently there was no justification for further burdening the importers of the country.

Indorsement of bills of lading to a trade organization.—In certain cases licenses to import a given commodity were granted on condition that the importer indorse his bill of lading to a specified trade organization. Whenever the import license contained such a condition the importer, upon receiving his bill of lading, was required to present it properly indorsed together with his import license to the trade organization specified. The trade organization would then cause the importer to execute and deliver a guaranty to abide by the regulations of the War Trade Board and to refrain from reexporting or selling to the enemy. The guaranties required by the various trade organizations differed in details, but the same general purpose of maintaining a strict control over the use of the articles appears in all. In some cases the War Trade Board required that a guaranty of a similar nature be presented to it, along with the application for the import license. The trade organization would then reindorse the bill of lading to the importer, who could enter

his goods by presenting to the collector of customs his import license and his bill of lading indorsed by the trade organization. This method of controlling imports was entirely abandoned by February 1, 1919, excepting in the case of pig tin, tin ore, and tin concentrates. The provision that importers of these commodities should indorse their bills of lading to the American Iron and Steel Institute was not revoked until the first of June.

General licenses, or PBF licenses.—Certain exceptions were made to the general rule that importers must apply for licenses and present them to the collector of customs before they could enter their goods. In such cases the collectors of customs were instructed to permit the importation of certain commodities without requiring an individual license, provided they came from the countries and by the means of transportation designated. The United States consuls were given instructions to consulate invoices of goods shipped under these conditions. Such instructions constituted what were known as general licenses. They first arose from the necessity of avoiding congestion of traffic at docks and on railroads crossing the borders. By May, 1918, the permanent value of such general licenses was realized and a codification of the eleven then in force was made. They were named PBF licenses, the initials being those of the director of the Bureau of Imports in reverse order. Of course, the existence of a general license eliminated a mass of clerical work, and whenever it was possible to issue an additional PBF license without running counter to the policies of the War Trade Board, it was done. A striking illustration of this policy was PBF No. 27, covering the importation from the United Kingdom, France, Italy, and their European or Mediterranean possessions of all commodities with certain specified exceptions. The exceptions consisted of articles whose distribution was subject to control by the Bureau of Imports and for which an individual license was therefore necessary or whose importation from Europe was prohibited in order that they might flow into the hands of the Allies and the agent of the American Expeditionary Forces. The Bureau of Imports estimated that this one PBF license eliminated the issue of 150 licenses each day. It also removed a source of inconvenience to importers from these regions. The policy of the War Trade Board was in no way modified, since the controlled commodities and those which it was desired should remain in Europe were specifically excepted. On December 31, 1918, there were 29 such licenses in effect, of which only one had been added after the signing of the armistice. During the early months of 1919, however, the policy of issuing general import licenses was largely extended, until in May all but a few controlled commodities from all countries of the world, except Germany, Hungary, and Soviet Russia, might be imported without the necessity of applying to the Bureau of Imports for licenses.

THE ALLOCATION OR DISTRIBUTION OF IMPORTS.

One of the difficult problems raised by the policy of restricting imports of a given commodity was to distribute fairly the quantities of goods admitted. The war needs of the Government were the first consideration. Whatever materials were needed by manufac-

turers working on war contracts were forthcoming. The problem lay in the distribution of what remained after their needs had been satisfied. It would obviously be unfair to allow some manufacturers as much as they had always enjoyed, thus leaving others with little or none. The principle followed in making allocations was to divide the amount to be distributed among those previously engaged in the trade on the basis of their business during a specified period previous to the laying of the restriction. The principle is simple, but its application was frequently difficult. A solution which proved to be fair in one trade would not be suitable for another. It was difficult to determine the relative rights of the importers and the manufacturers or other purchasers. If the allocation were made directly to the manufacturers, the importers' business was gone; if allocation were made to the importers, there was danger that they would take advantage of the reduced supply and profiteer at the expense of the manufacturers.

Allocation of crude rubber.—The Bureau of Imports worked out this scheme for the allocation of crude rubber. It was assumed that 100,000 long tons of rubber would be allowed to be imported during the year commencing May 1, 1918. Of this amount it was estimated 35,000 long tons would be necessary to meet the requirements of the Associated Governments, leaving a surplus of 65,000 long tons available for all other purposes. This amount was about seven-sixteenths of the amount consumed by the manufacturers in 1917. Therefore to each manufacturer was allocated seven-sixteenths of the amount he had consumed during the year 1917. Certificates were issued to each manufacturer stating the amount of rubber allocated to him on a three months' basis. These certificates had to be given by the manufacturers to the importers from whom they secured their rubber. The importers in turn were obliged to file the certificates with their application for licenses to import the rubber. Thus, if the total consumption of a manufacturer for 1917 had been 160,000 pounds, he was entitled to import or have imported for him rubber at the rate of 70,000 pounds a year, or 17,500 pounds for the three months commencing May 1, 1918. This plan, with a few slight modifications, was continued until about the middle of December, when the restrictions on rubber began to be relaxed.

Allocation of cocoa beans.—The Bureau of Imports also worked out a system of allocation for cocoa beans, or cacao. This was a much more involved system. First, the countries from which imports would be permitted were grouped into eight districts and the amounts to be imported from each were determined. The importers were asked by questionnaires to furnish figures showing their imports from each of these districts by years from July 1, 1913, to June 30, 1916. These figures were divided by six, the result being considered as the normal importation for six months of each importer from each district. From the total amount of imports into the United States permitted from each district 15 per cent was set aside for emergencies. Then the proportion between the amount remaining and the total normal imports was found for each district. The resulting percentage was taken as the proportion of his normal imports from the given district which each importer would be allowed to import from July 20 to December 31, 1918. From the amounts thus

allocated to each importer 20 per cent was transferred to an account called the manufacturers' import account. This was done in order that manufacturers using the cocoa bean might be able to import directly if they so chose. In addition to this, each manufacturer was allowed to purchase from importers an amount which would bring his total supply of cocoa beans up to 64 per cent of the amount which he had used in manufacturing during the period July 1, 1917, to December 31, 1917. The importers, whenever making a sale to a manufacturer, were required to obtain from him an allocation certificate similar to the following:

Date_____.

To the Bureau of Imports, War Trade Board, Washington.

We request you to issue an import license to_____

Importer.

for _____ of _____

Amount of figures. Commodity.

charging that amount against our allocation.

Signed. _____.

The importer sent this certificate to the Bureau of Imports together with the number of the license covering the shipment from which the sale was made. The system was not a rigid one. In addition to the 15 per cent of the total imports permitted from each district which was set aside for emergencies, it was found that there were some importers who did not call for all the amounts allocated to them. The amount thus rendered available was given to importers who desired more than the amounts allocated to them.

This double system of allocation was intended to secure justice as between the importers and manufacturers. In the first place it did not allocate all the supply to either the importers or the manufacturers. One-fifth of the amount allocated to the importers was set aside for which licenses to import would be issued directly to the manufacturers. At the same time, by requiring the importers to turn in the allocation certificates of the manufacturers, a check was provided against hoarding on the part of the importers.

Allocation of Japanese foodstuffs.—Another interesting example of allocation was that of Japanese foodstuffs. As a result of the representations of the Japanese Government the import restrictions on vegetables, breadstuffs, and fish were modified to permit a total of 13,138 tons of Japanese foodstuffs to come into the United States during the 12 months commencing October 1, 1918, for the exclusive use of Japanese consumers in this country. This amount was to be allocated by the Bureau of Imports with the assistance of the Japanese Embassy who worked out the following plan:

The country was divided into five consular districts—New York, Los Angeles, San Francisco, Seattle, and Portland, Oregon. The Japanese foodstuffs were divided into nine classes—

Miso (bean paste).
Soy (sauce made from soy
bean).
Dried vegetables.
Pickled vegetables.
Canned vegetables.

Vegetable flour (breadstuffs
with exception of wheat
and wheat flour).
Dried seaweed.
Canned fish.
Dried fish.

The Japanese authorities were allowed to distribute the 13,138 tons of imports among these nine classes and in the five districts as they deemed best. They reported to the Bureau of Imports the amounts thus allotted.

The year was divided into thirds and the quantities allotted were therefore on a four months' basis. Before the Bureau of Imports granted a license for the importation of any of these commodities the application for the license had to be consulated by the Japanese consul of the district from which the application was sent. In this way the Japanese authorities were able to allocate the imports among the Japanese commercial houses as they wished, the only interest which the Bureau of Imports had in the question being that the total amount of such foodstuffs be kept within the limits prescribed by the War Trade Board.

In most cases in which there was an allocation of imports the War Industries Board cooperated with the Bureau of Imports in evolving the method to be used. In Exhibit VI of the Appendix will be found a list of commodities for which allocation of imports was provided.

COOPERATION WITH THE CANADIAN WAR TRADE BOARD.

The successful operation of the import program was at first rendered somewhat difficult by the fact that Canada did not have in force the same import restrictions as the United States. Consequently, goods which were not permitted entry into the United States from overseas began to be shipped to Canada. Once in Canada there was the possibility that they could be carried into the United States. The regulations permitting imports to come in from Canada provided that the goods must be of Canadian origin or at least come from countries against which the War Trade Board had imposed no restrictions against the given commodities. The importer desiring to bring the forbidden goods into the country could either attempt to receive an import license by false statements as to the origin of the goods or he could endeavor to smuggle the goods into the country without a license. In either case the difficulty of enforcing the import restrictions was increased.

Assuming that goods imported into Canada were successfully kept from entry into the United States, the fact that it was possible for stocks to be accumulated in Canada to be rushed into the United States as soon as this country lifted its restrictions was obviously unfair to those American business men who refrained from such an unpatriotic practice. This evil was, however, met at the time the restrictions were raised by not permitting such goods to be imported into the United States from Canada until a sufficient period had elapsed for similar goods to be imported from the country of origin.

The most serious phase of the situation was the fact that one of the main purposes for which the import restrictions were imposed—namely, the conservation of tonnage—was in danger of being defeated. Parallel routes of ocean shipping were used, and it took just as many tons of shipping to import the goods into Canada as it did into the United States. The Bureau of Imports entered into

negotiations with the Canadian War Trade Board with a view of securing the adoption by the Canadian authorities of the import program of the War Trade Board of the United States. Canada was not in a situation to adopt the program in its entirety, but the negotiations resulted in cooperation between the two countries.

THE VIOLATION OR EVASION OF IMPORT REGULATIONS.

The cases of violation of import restrictions which came to the attention of the Violations Committee of the War Trade Board were in the vast majority of cases more or less technical. There were three types of such cases.

(1) Shipments made by foreign consignors to importers in the United States without knowledge of the latter that the shipments had been made until it was too late to secure the proper import license.

(2) Failure on the part of the American importer to comply with the rule that the import license number be cabled or mailed to the shipper or the American consul at the port of shipment before the goods were shipped.

(3) Importers would sometimes shift the numbers of their import licenses, acting on the apparent assumption that one license was as good as another and that the War Trade Board would not object provided the shipment was substantially the same commodity coming from the same consignor for the same consignee.

The majority of such cases were satisfactorily explained and the violation of the rules was condoned. There were, however, cases in which the attempt to evade the law was perfectly clear. Such was the attempt made by a foreign shipper to get goods into the United States by giving a fictitious import license number to the United States consul, and thus secure the certification of the invoice. This type of attempt to evade the law was responsible for the passage of the ruling requiring that the United States consul receive official notification from the War Trade Board of the number of the import license before certifying any invoice.

In other cases the importer had cabled his import license number to his shipper, but had failed to state the license requirement that the shipment to be valid must be made within a certain time. The result was that goods would arrive after the license had lapsed. The importer would often claim that the United States consul was at fault in certifying the invoice and that consequently the goods should be allowed to enter. Whether the omission to inform the shipper of the conditions of the license was an act of carelessness or a shrewdly concocted attempt on the part of the importer to get the goods into the country later than the Bureau of Imports contemplated when the license was issued was determined by the Committee for Violations. It took the position that in either case failure to include the conditions of the license when the number was cabled relieved the United States consul from all responsibility, and such cases were decided from that standpoint.

Another frequent type of attempted evasion was to enter goods into the country under a false description. Many of these attempts were detected before a license was granted, but in some instances the fraud

was discovered by the customs authorities after the licenses had been issued and after the goods had reached a port of entry. In one particularly flagrant case of this kind, a foreign shipper conspired with his branch office in the United States to ship a certain number of cases of vegetables disguised as medicines. Knowledge of this deception came to the Violations Committee and the customs officials in cooperation with agents of the Department of Justice waylaid the shipment and brought the conspirators to account. Needless to say, such penalties were inflicted as to more than offset the profits which would have been made had the conspiracy proved successful.

After the armistice, the War Trade Board began to relax its restrictions upon imports. Certain importers had stored in Canada goods which they had not been permitted to bring into the United States. If they were allowed to import these goods immediately upon the removal of the restriction placed upon such goods, they would enjoy an undue advantage over other importers who had in good faith refrained from using up tonnage for the transportation of goods whose entry into the United States was denied by law. Therefore the War Trade Board ruled that the removal of restrictions should apply only to shipments from the country of origin or primary overseas market after the public announcement of the lifting of the restriction. In case of goods not originating in Canada, no import licenses were to be issued for at least 90 days after the removal of the restriction. This ruling, first put into effect on December 13, 1918, was modified on January 22, 1919, by reducing this period from 90 to 60 days. This rule, known as the "sixty-day rule," was expected to place all importers upon the same basis. There were a considerable number of attempts to evade this action of the War Trade Board. An importer would make an application in which he would state the country of origin correctly as India. Then he would state as the expected date of shipment a date later than that on which the restriction was to be removed. This, too, might be correct, but the shipment was from Canada, not from India. In other words, he neglected to explain that the goods, though originating in India, were actually reposing in Canada.

In some cases shipments of goods had been made prior to the lifting of the restrictions. The probability was that this was being intentionally done in violation of the law. The committee followed the rule of taking the date of the ocean bill of lading as the factor determining whether the goods were shipped previous to or after the public announcement of the removal of restrictions.

Whenever there were flagrant cases of intentional violations of the import regulations, the cases were turned over to the Department of Justice for them to deal with as they deemed best. It should be stated, however, that the majority of cases were those in which foreign consignors were at fault rather than American importers. Frequently, also, cable instructions to American consuls were misconstrued or garbled in transmission. A willful intention on the part of American importers to disregard the regulations of the War Trade Board was proved in comparatively few cases.

Applications for import licenses received, granted, refused, and cancelled, December 1, 1917, to December 31, 1918, inclusive.

	Applications received.			Applications granted.		
	Number.	Quantity, in pounds, of goods for which licenses were requested.	Value of goods for which licenses were requested.	Number.	Quantity, in pounds, of goods for which licenses were granted.	Value of goods for which licenses were granted.
1917.						
December.....	7,305	2,223,644,749	\$237,801,949	7,252	2,214,537,109	\$236,091,693
1918.						
January.....	20,123	5,126,370,339	215,869,274	20,056	5,046,318,764	210,326,592
February.....	9,060	4,428,898,066	282,147,927	8,888	4,332,374,714	277,196,808
March.....	23,868	8,604,959,842	537,738,633	23,384	8,087,357,046	511,947,996
April.....	22,111	6,868,901,351	524,011,025	21,259	6,620,157,483	506,195,234
May.....	22,304	9,756,665,332	688,082,330	20,063	9,071,382,860	638,856,061
June.....	16,337	15,108,430,298	515,025,296	14,388	14,577,114,495	452,678,593
July.....	14,969	5,747,926,114	399,049,590	13,090	5,176,878,880	330,505,751
August.....	13,051	7,513,469,242	520,197,044	11,244	6,924,670,675	451,485,224
September.....	9,894	4,471,886,663	433,425,170	8,173	3,403,223,595	349,053,379
October.....	9,128	7,361,467,748	429,643,401	7,323	6,438,435,855	355,672,652
November.....	10,079	5,162,415,232	506,288,280	8,073	4,441,458,744	442,785,881
December.....	11,018	7,019,662,972	522,579,862	9,803	6,282,897,420	460,611,535
Total.....	189,247	89,392,697,946	5,811,859,781	172,996	82,616,807,640	5,223,407,399

	Applications refused.			Applications cancelled.		
	Number.	Quantity, in pounds, of goods for which licenses were refused.	Value of goods for which licenses were refused.	Number.	Quantity, in pounds, of goods for which licenses were cancelled.	Value of goods for which licenses were cancelled.
1917.						
December.....	8	768,693	\$115,450	45	8,338,947	\$1,594,806
1918.						
January.....	31	1,463,664	129,246	36	78,587,911	5,413,436
February.....	120	26,480,590	2,693,874	52	68,042,762	2,257,245
March.....	296	76,376,610	17,667,424	188	441,226,186	8,323,213
April.....	515	72,473,436	9,517,103	337	176,270,432	8,298,688
May.....	1,741	251,702,096	27,857,439	500	433,580,376	21,368,830
June.....	1,400	276,138,695	33,683,857	549	255,177,106	28,662,846
July.....	1,240	314,252,536	33,358,878	639	256,794,698	35,184,961
August.....	1,191	160,983,843	21,934,854	616	427,814,724	46,776,966
September.....	984	372,352,461	33,662,554	737	696,310,607	50,709,237
October.....	1,250	453,107,463	44,816,678	555	469,924,430	29,154,071
November.....	1,635	336,435,207	36,669,928	371	384,521,281	26,832,471
December.....	747	358,851,192	35,828,506	468	377,914,360	26,139,821
Total.....	11,158	2,701,386,486	297,735,791	5,093	4,074,503,820	290,716,591

STATEMENT SHOWING APPLICATIONS RECEIVED AND THE DISPOSITION MADE OF THEM.

The tabled statement printed above shows the number of applications for import licenses received, granted, refused, and cancelled. The quantity in pounds and the value of the goods with which their applications dealt are also given. This gives an idea of the amount of mechanical work performed by the Bureau of Imports.

It should be noted that the figures given for the value of the goods for which individual licenses were issued do not agree with the figures showing the value of imports for the calendar year as given

by the Bureau of Foreign and Domestic Commerce. There are various reasons for this divergence. The table here presented shows the value of the goods for which individual licenses were issued. It does not include the value of goods which came into the country under a general or PBF license. The value figures presented are the estimated values as given on the applications. The figures published by the Bureau of Foreign and Domestic Commerce are taken from the invoices of the goods as they are obtained by the collectors of customs. Finally, the fact that a license was issued by the Bureau of Imports did not necessarily mean that the goods covered by the license were actually imported.

ORGANIZATION OF THE BUREAU OF IMPORTS.

The chart on the following page is intended to show the organization of the Bureau of Imports as it was on November 11, 1918, when the War Trade Board was at its height.

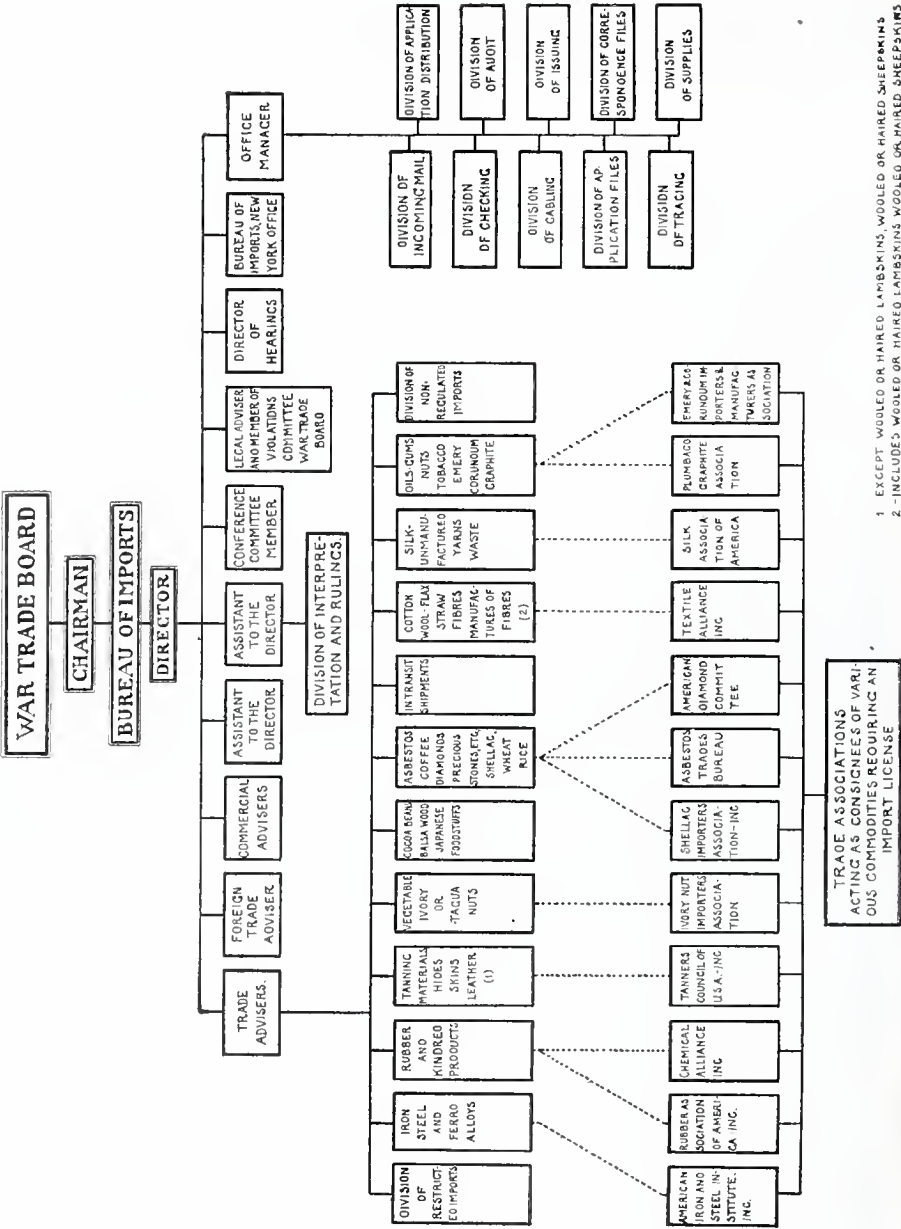
Director.—The director was the connecting link between the bureau and the War Trade Board. He was called into the meetings of the Board to contribute whatever the bureau had to offer and to keep in touch with the policies of the Board. He was responsible for seeing that the rulings of the War Trade Board, in so far as they bore on imports, were properly put into effect. The general direction of the bureau was in his charge.

Assistant director and assistants to director.—The director was aided in this work by an assistant director and by two assistants. One of these assistants had charge of the Division of Interpretation and Rulings.

Division of Interpretation and Rulings.—As already indicated (p. 312), many questions arose in connection with the restricted lists and rulings of the bureau, and this division was created to pass on such questions. It prepared the statement of interpretation of restricted list No. 2, defining what was included under each item by reference to a paragraph in the tariff act of 1913. All applications for import licenses were passed through this division in order to detect attempted evasions and were scrutinized for errors. If the application needed correction in any respect it was returned to the applicant with necessary instructions. All applications involving commodities covered by PBF or general licenses were returned to the applicant with the necessary information.

A few examples of attempts made to deceive the Bureau of Imports and obtain licenses to import commodities on the restricted lists are interesting. An application was received for a license to import pituitary glands. No such item appeared in the lists of restricted articles and the applicant hoped the license would be granted. The shipment was worth \$1,000,000 and the chance was worth taking that the Bureau of Imports would fail to connect the unusual term with ordinary sausage casings. However, sausage casings were a restricted commodity, and this clever attempt to secure a license to import them was detected in this division.

Another application was received for a license to import silk tablecloths valued at \$3,500 and weighing 1,500 pounds. The tariff paragraph under which these were classed was carefully given. It



covered all embroidered articles. It happened that the applicant had previously always neglected to mention the tariff paragraph, although specifically instructed to state it. This circumstance, together with the fact that the paragraph which was mentioned called for a duty of 60 per cent ad valorem, whereas silk tablecloths would naturally have been classified under another paragraph calling for only a 45 per cent ad valorem duty, caused the application to be regarded with suspicion. It seemed probable that if the goods were tablecloths valued at \$3,500 and weighing as much as 1,500 pounds they were made of more substantial material than silk—embroidered possibly in silk, but whose chief value was not in the silk. Consequently the application was denied on the ground that the goods were made of artificial silk, which was on the restricted list. The applicant protested, but refused to furnish a sample, and consequently his protest was of no avail.

An attempt was made to secure a license to import “chip manufactures” from Japan, to be used for millinery purposes. At that time millinery trimmings were not on the restricted list. These “chip manufactures” were in reality rope garlanding made from chip used for decorating Christmas trees. This was classified under “toys” and was not permitted to be imported from the Orient.

On December 19, 1918, the restriction upon the importation of live animals was removed. Shortly after this an application was received for the importation of pheasants. Upon investigation it was found that the feathers were all that remained of the birds. As the restrictions against the importation of feathers were still in effect the application was refused.

Trade advisers.—A very important part of the Bureau of Imports were the trade advisers. These men were placed in charge of specified commodities, and the responsibility for granting or refusing according to the rules in force any applications to import rested with them. These men were in touch with the business organizations interested in the importation of the commodities for which they were responsible. In cases in which control was exercised by the Bureau of Imports with the cooperation of trade associations, it was the trade advisers who represented the Bureau of Imports in administering this control. The organization chart shows the trade organizations with which the trade advisers cooperated. The trade advisers also kept in close contact with the experts in their lines who were with other departments or bureaus of the Government.

Commercial adviser.—Whenever a trade adviser or any other member of the bureau felt the need of expert advice concerning some commercial point, he referred to the commercial advisers.

Legal adviser.—Whenever some legal point was involved upon which the trade adviser desired advice, he turned to the legal adviser. It was the latter's function to furnish any legal opinion called for in the administration of the work of the Bureau of Imports. He was also a member of the Violations Committee of the War Trade Board, being especially interested in violation of import regulations.

Foreign trade adviser.—The work of facilitating the shipment of imports into the country which foreign Governments were for some reason preventing from leaving their borders was in charge of the

foreign trade adviser. The importance of this work has been discussed on pages 97-99.

Director of hearing.—When the War Trade Board issued rulings regulating the importation of any commodity, those interested in its importation often raised strong objections to the regulations. In such cases the director of hearings called a meeting at which those interested were allowed to present their case. The problem was discussed from all standpoints, and if the director of hearings decided that any modifications in the regulation should be made, he made his recommendations to the War Trade Board with whom the final decision rested.

Office manager.—The remaining divisions of the Bureau of Imports were under the supervision of the office manager, who saw that the machinery of the bureau was in good running order and had charge of the personnel under direction of the Bureau of Administration.

Division of Supplies.—The Division of Supplies furnished the members of the bureau with the equipment necessary to carry on their work. This was under the direction of the assistant manager, who sent his requisitions to the Bureau of Administration.

As the rest of the divisions are cogs in the machinery for issuing licenses they will be treated in the order in which the application for an import license was routed until the license was actually sent to the applicant. In a few cases, in order to make the plan of routing complete, it will be necessary to refer to parts of the bureau already discussed.

Division of Incoming Mail.—All mail for the Bureau of Imports was sent from the main mail room of War Trade Board to the Division of Incoming Mail. Here it was opened and all applications for licenses were stamped with the date on which they were received. The applications were then turned over to the Division of Interpretations and Rulings.

Division of Interpretations and Rulings.—The part which this division played in the handling of import licenses has already been discussed. To recapitulate, it looked over the applications for errors of any kind and it endeavored to detect attempts to evade import regulations. Applications for individual licenses where none were required were taken out and the applicant informed that he might import under a PBF or general license.

The application, if it met with the approval of the Division of Interpretation and Rulings, was passed on to the Distributing Division.

Distributing Division.—It was the function of this division to note the nature of the commodity for which an import license was requested and to send the application to the trade adviser who was the expert for that commodity. This division also looked over the duplicate and triplicate to see that they were identical with the original. (It should be noted that after June 1, 1918, all applications for import licenses had to be made in triplicate; previous to that date only in duplicate.) The triplicate was taken out at this point and sent to the Division of Application Files, where it was filed under the name of the applicant.

Trade Adviser.—The trade adviser has already been discussed. As stated above the decision as to granting or refusing the application

under the rules in force rested with him. The War Trade Intelligence Bureau might know some reason why this application should not be granted. Therefore, after the trade adviser had given his approval of the application, it went to this bureau. As this involved the sending of the application out of the supervision of the Bureau of Imports, the application was first sent to the Division of Checking.

Division of Checking.—In order to enable the Bureau of Imports to know whether or not an application had left its jurisdiction and if it had, whether it was returned, the Division of Checking was created. At this point of the routing of the application the date on which it had been sent to the Bureau of War Trade Intelligence was recorded.

Member of Conference Committee.—If the application was refused by the Bureau of War Trade Intelligence, the case was reviewed by a conference committee composed of one member each of the Bureau of War Trade Intelligence, the Bureau of Enemy Trade, and the Bureau of Imports. Three questions presented themselves to the committee. (1) Should the refusal of the Bureau of War Trade Intelligence to approve the application be sustained or (2) overruled? (3) Could and should the objection of the Bureau of War Trade Intelligence be removed by the issue of an enemy trade license and an import license in connection with it, either one of which was invalid without the other?

There were frequently cases in which it was to the advantage of the United States that the commodities for which the application to import had been made should be permitted to enter, but owing to the fact that the shipper was on the enemy trading list or was under suspicion the application was refused by the Bureau of War Trade Intelligence. The policy of the committee in such cases was to find a way of securing the entry of the desired commodities into the United States.

Assuming that the Bureau of War Trade Intelligence had no objection to the granting of the license, the application was returned with its approval to the Bureau of Imports. This fact was also recorded together with the date by the Division of Checking.

Division of Audit.—The application was then sent to the Division of Audit. It was the duty of this division to catch any defects in the granting of the application. There should be no errors or omissions, indicating that the application had been properly prepared and passed. If such defects were detected, the application was returned to the proper trade adviser for his attention. The auditing department was supposed to discover anything that was wrong with the application. It checked up the work of those through whose hands the application had already passed. Even this check was not considered sufficient, for it was necessary for the application to be scrutinized by the auditors of the War Trade Board. Therefore the application again went to the Division of Checking to be checked out to the War Trade Board auditors, and after they had approved it it was returned to the Division of Checking for a record to be made of its safe return to the Bureau of Imports.

Division of Cabling.—During the period from October 1 to December 16, 1918, when the requirement was in force that United States consuls receive official information from the War Trade Board concerning the import license number and other facts before certifying any invoice, applications were sent from the Division of Checking to

the Cabling Division. During this period the required information for over 23,000 import licenses was transmitted to consuls.

Division of Issuing.—Finally the application reached the Division of Issuing, generally known as the Division of Outgoing Mail. This division received all the applications which had been granted. It separated the duplicate from the original and the latter was signed and mailed to the applicant. After July, 1918, the duplicate passed from this point into the hands of the Bureau of Tabulation and Statistics, which maintained a force in the Bureau of Imports for the purpose of compiling commodity cards showing the number of the application, name of the commodity, and its quantity and value. It was then sent to the Division of Application Files, where it was filed numerically.

Three other divisions remain to be described—the Division of Tracing, the Division of Correspondence Files, and the Division of Application Files.

Division of Tracing.—Whenever complaints were received of the failure to receive licenses or of delays in any action being taken on applications, the Division of Tracing found the cause. The first step taken was to look in the triplicate files to see whether or not the application was ever received. If the triplicate was found, the duplicate files were then examined to discover if the application had been approved and mailed. If the duplicate was not there, then the trade adviser handling the commodity for which the license was requested was questioned regarding the case. If he had approved it and sent it on, the Division of Checking enabled the application to be traced to the party holding it. If the trade adviser had not acted on the application, he took such steps as the case demanded. If the application had been refused, the applicant was again informed to this effect.

Division of Correspondence Files.—This division had charge of filing the correspondence of the bureau. It was entirely distinct from the Division of Application Files.

Division of Application Files.—The division was commonly called the division of duplicate files. The name remains over from the period when only the duplicates of the applications for licenses were filed by this division. In July, 1918, however, the filing of the triplicate, the duplicate, and the original application after it had returned from the collector of customs who received it from the importer was put in charge of this division.

The organization chart shows also the New York office of the Bureau of Imports. There were branches of the War Trade Board located at Boston, Chicago, Detroit, Eagle Pass, El Paso, Galveston, Laredo, Los Angeles, Mobile, New Orleans, New York, Nogales, Philadelphia, Portland, St. Louis, San Francisco, Savannah, and Seattle. The New York branch was the only one at which there was sufficient import business to warrant a separate office to represent the Bureau of Imports. None of the branches were allowed to issue licenses, but copies of all forms could be secured from these branches.

The Bureau of Imports was in close touch with the Canadian War Trade Board, with whom it cooperated. It was, of course, in touch with the various departments, boards, and bureaus of our own Government which were in any way interested in the regulation of imports.

BUREAU OF TRANSPORTATION.

EVOLUTION OF THE BUREAU.

Forerunner of the bureau.—Immediately after the creation of the Exports Council on June 22, 1917, the question arose as to the desirability of some form of control over shipping coming within the jurisdiction of the United States by means of the licensing of bunker fuel and ships' stores. The Exports Council directed that an investigation be made into the question and that a set of possible regulations be worked out. As the British had already developed a system of bunker control, their advice was sought and a plan was drafted for thus controlling vessels. The President's proclamation of July 9, 1917, included bunker fuel among the commodities which could not be exported without a license. Licenses for bunker fuel were granted liberally by the Exports Council, as no definite policy had yet been adopted. The Exports Administrative Board superseded the Exports Council on August 27, 1917. Occasional problems in connection with the granting of bunker licenses were arising and the Exports Administrative Board passed resolutions from time to time to meet each special situation. Finally the advisability was seen of establishing an organization whose function should be to grant or refuse licenses for bunker fuel, ships' stores and supplies, and on September 6, 1917, the Division of Transportation of the Bureau of Export Licenses was created. The records of the Bureau of Transportation go back to this date and its work developed and expanded the work begun in the Division of Transportation.

Establishment of the bureau.—As has been stated, the War Trade Board was organized on October 13, 1917, and two days later it passed a resolution establishing the Bureau of Transportation, and providing that the bureau continue the functions which had previously been exercised by the Division of Transportation.

FUNCTIONS OF THE BUREAU.

The functions of the bureau may be summed up in the statement that it carried out the policies of the War Trade Board through its control over bunkers and ship stores. No vessel was permitted to clear for a United States port without a license for her cargo, bunker fuel, port, sea, and ship stores. This was true whether or not the cargo, bunker fuel, or stores were taken on board at a United States port, since the fact that the goods had been brought into a harbor of the United States was sufficient to place them within her jurisdiction. The Bureau of Transportation granted or refused applications for licenses in accordance with the rulings of the War Trade Board.

ENDS ATTAINED THROUGH CONTROL OVER BUNKERS AND SHIP STORES.

The many different ends attained by the control of bunkers and ship supplies may be grouped under five main heads:

- (1) The prevention of aid being rendered to the enemy.
- (2) The conservation of tonnage.
- (3) The securing of essential commodities.
- (4) The conservation of essential commodities.
- (5) The enforcement of the regulations of the War Trade Board and other Government organizations.

THE PREVENTION OF AID BEING RENDERED TO THE ENEMY DIRECTLY OR INDIRECTLY.

Blockade and commercial isolation of Germany and her allies.—This was an aim of the War Trade Board from its very inception. In fact, the Exports Administrative Board on October 5, 1917, authorized the publication of this statement:

Numerous cases have been presented to the Board where vessels have touched at a United States port en route to a border neutral and carrying cargo which did not originate in the United States, but which is destined for a border neutral and will undoubtedly accrue to the benefit of the enemy. This causes serious embarrassment, and to avoid such embarrassment the Board has adopted a policy calculated to prevent such cases arising in the future. This policy consists in stipulating that a vessel en route to non-European neutrals which touches at a United States port for bunker coal shall not be permitted to have bunker coal for the voyage unless she will agree to return to the United States with a cargo which would be approved by the Board or which is destined for a country other than a "border neutral."

This aimed to prevent vessels sailing for some port outside the jurisdiction of the United States and there loading cargo which might be carried to the neutrals and eventually reach the enemy.

In the bunker rules and regulations of the War Trade Board which became effective February 1, 1918, are found the following provisions relating to the blockade and commercial isolation of Germany and her allies:

(a) No vessel shall trade with any port in Germany or its possessions, or with any country allied with Germany, nor shall a vessel aid any vessel employed by or for Germany or any of her allies.

(b) No vessel shall carry any cargo which comes from or through or is destined to Germany, its possessions, or its allies.

(c) Every vessel which proceeds from or to the United States, to or from Norway, Sweden, Denmark (including Iceland and the Faroe Islands), Holland, Spain, or to or from any neutral port in the Mediterranean Sea, shall call for examination as may be directed by the War Trade Board.

(d) No vessel shall carry any cargo from Norway, Sweden, Denmark (including Iceland and the Faroe Islands), Holland, Spain, or Switzerland to any ports unless such cargo is accompanied by a certificate of nonenemy origin.

(e) No vessel shall carry any goods which are consigned to "order" unless the person to whose order the goods are consigned is the actual consignee. This provision applies only to goods shipped from the United States or its possessions to the European neutrals.

(f) No vessel shall be chartered to a subject of Germany or her allies.

No application for bunker fuel or ship stores by any neutral ship or vessel of American registry not requisitioned by the Shipping Board was to be approved unless the person owning, chartering, or controlling the vessel agreed to be bound by these regulations as well as by others which will be mentioned below. These provisions, which were a part of the set of regulations known as General Rules No. 1

were intended to prevent goods from being shipped into or out of the Central Powers on vessels touching at American ports. The guaranty of return was required in the case of all uncommandeered American vessels and generally in the case of neutral vessels. The control thus exercised over neutral vessels was a serious blow to the Central Empires. As early as September, 1917, a Danish steamer of over 3,000 gross tons applied for bunkers sufficient for a voyage from Norfolk to Rio de Janeiro and from thence to a port of one of the northern neutrals. This vessel contemplated carrying a cargo of coffee to a port of one of the northern neutrals, which would undoubtedly have gone to the German soldiers if the guaranty to return to America and discharge her cargo here had not been secured. The relaxation and final removal of this form of control is discussed on page 190.

Dealing with enemy agents.—Closely allied to these provisions were others pertaining to dealings with an enemy or any person or firm suspected of aiding the enemy.

(a) The owner or charterer of a vessel shall, upon request to do so by the War Trade Board, dispense with the services of the master, officers, or any members of the crew.

(b) No vessel shall carry any cargo which is consigned to or shipped by any person, firm, or corporation with whom citizens of the United States are prohibited by law from trading.

(c) No vessel shall carry to or from any European port any cargo which is consigned to or shipped by any person, firm, or corporation with whom citizens of any of the allied countries are prohibited by law from trading.

(d) No vessel shall be bought or sold without the previous approval of the United States Shipping Board, the War Trade Board, or the Interallied Chartering Executive.

(e) No vessel shall be chartered to any person, firm, or corporation not acceptable to the War Trade Board.

The Naval Intelligence Department was of great aid in securing information concerning the personnel of the officers and crew of all vessels calling at ports of the United States and in detecting enemy interests in the operation of boats. A case illustrating the value of this power to control the personnel of the vessel's crew is that of the *Cricket*. This steamer, flying the American flag, sailed from Norfolk to Havana. The Naval Intelligence Office reported that 300 barrels of oil had disappeared from its cargo. It was thought that this might have been transferred to a submarine, and an investigation was instituted. This disclosed the fact that there was insubordination among the crew, and the first and second assistant engineers were immediately discharged. The *Cricket* had been employed in transporting mahogany logs from Nicaragua for use in the construction of aeroplanes. The assistant engineers apparently had done what they could to delay the movements of the vessel and thus obstruct the transportation of this essential commodity.

The reasons for the other two provisions are obvious. It was desirable that the War Trade Board know who was to receive goods permitted to leave the United States. This was not possible unless the goods were shipped to the real consignee. In the case of transfers of the ownership of ships it was necessary to guard against enemy interests acquiring tonnage.

Submarines and commerce raiders.—Another danger to be guarded against was attempts to aid enemy submarines or commerce raiders. In this connection rulings were issued aiming to reduce to the mini-

mun the amount of booty of a nature valuable to the enemy which would fall into the hands of a commerce raider if it succeeded in capturing any vessels. The provisions in General Rules No. 1 which were intended to guard against these dangers were:

(a) If a vessel is fitted with wireless telegraphy, the sending apparatus shall be sealed in such manner that no message can be sent without the knowledge of the master. The master shall be responsible for seeing, first, that no message to the enemy is sent by wireless telegraphy; second, that no reports are made of vessels sighted or of any weather conditions experienced; third, that no wireless messages of any kind are sent within 200 miles of England, France, Portugal, or Italy except emergency messages relating to vessels or persons in distress.

On September 4, 1918, this order was modified to permit the use of the wireless within 200 miles of the given countries, provided such use was authorized by the war time radio instructors. On November 14 this rule was still further modified by permitting messages to be sent regarding vessels sighted and weather conditions experienced. In December 17 this restriction was modified to apply only to vessels operating in or entering Atlantic waters east of the fortieth meridian west longitude.

(b) All "bunkers" including coal, fuel oil, and ships' stores shall be used solely for the purposes of the vessel and no portion shall be landed in any port or transferred to any other vessel.

Late in October this order was modified to permit the discharge of surplus supplies, although this privilege was restricted and was carefully guarded to prevent abuse. This regulation had a double purpose—to conserve essential commodities and to prevent bunkers from falling into the possession of the enemy.

The control thus maintained over bunker fuel began to be relaxed in December, 1918. Under date of December 5 instructions were sent to the American consular officers to permit all vessels to discharge their excess bunker fuel at all ports except at ports of Norway, Sweden, Denmark, Holland, Spain, Iceland, and the Faroe Islands. In accord with this action the Bureau of Transportation informed its agents and the collectors of customs that beginning with February 5, 1919, the clauses in the bunker licenses which prohibited the discharge of bunker fuel at foreign ports should be eliminated except in the case of vessels sailing for ports of Norway, Sweden, Denmark, Holland, Iceland, and Finland. The desire to avoid the possibility of bunker fuel reaching Germany explains the exceptions made to this policy of removing the restriction upon the discharge of bunker fuel. On April 25, 1919, the removal of this restriction was made complete by the withdrawal of the exceptions. The instructions of February 5 and April 25 included ships' stores as well as bunker fuel.

(c) No vessel shall carry any coal or mineral oil unless the consignee is approved by the War Trade Board.

Here, again, the purpose of guarding against such supplies falling into the hands of an enemy submarine or commerce raider is seen. After the submarines appeared off the coast of the United States still greater precautions were taken against them.

On August 12, 1918, the War Trade Board passed a resolution that no licenses should be issued permitting the exportation from an Atlantic port of any commodity which was proposed for export

upon a sailing vessel or auxiliary motor schooner and which would be of benefit, if captured, to the crew of a submarine or raider. This included fuel oil and foodstuffs, but specifically made an exception of coal.

About the last of August the Bureau of Transportation instructed its agents and the collectors of the customs to refuse licenses for unarmed vessels carrying deck cargoes of petroleum or its products, foodstuffs, and metals when their voyages would carry them north of the latitude of Charleston, S. C.

On September 25, 1918, still further precautions were taken. The War Trade Board ordered that no sailing vessel or motor schooner should be permitted to proceed from any Atlantic or Gulf port of the United States or its possessions, including sailing from Pacific ports through the Panama Canal, with a cargo containing petroleum or its products or foodstuffs, unless they were stowed at the bottom of the vessel with other cargo on top in such a manner that it would be difficult for an enemy submarine crew to gain access to them. Furthermore, vessels of this description should not be permitted to proceed from the regions noted above with cargoes of copper, brass, or other valuable metals. The submarine menace along the eastern coast of the United States having disappeared, the Board on November 2 modified this regulation so as to permit such shipments in individual cases, and on November 15 all regulations intended to prevent supplies from falling into the possession of submarines were withdrawn.

Coaling station at Curaçao.—In this connection reference to the control of bunker coal at Curaçao is relevant. Curaçao is an important coaling station situated in the Dutch West Indies. In order to prevent the use of coal in behalf of enemy interests, export licenses for coal to coal companies at Curaçao were granted only upon guaranty not to dispose of the coal without the consent of the Bureau of Transportation. Similar control was exercised over the sale of bunker fuel at Puerto Cabello, Maracaibo, and La Guaira, Venezuela. Effective May 3, 1919, all control over the sale of bunker fuel at Curaçao and the Venezuelan ports was abandoned.

Fuel agreement.—On May 10, 1918, a form of export license known as the fuel agreement was drawn up by the Bureau of Exports in conjunction with the Bureau of Transportation. The same purpose that brought about the control over the coal at Curaçao animated this action. The United States wished to guard itself against furnishing such an essential commodity as coal to enemy interests. The agreement was signed by parties to whom the coal was consigned and provided for securing the approval of the War Trade Board before disposing of any coal as bunkers. All parties who had signed this agreement were on July 14, 1919, officially released from its obligations.

Agreement with Spanish steamship lines.—Another danger which the War Trade Board was called upon to meet was the possibility of the enemy maintaining communications with agents in the United States through Spain, South America, and Mexico. To eliminate this an agreement was entered into with certain Spanish steamship lines which provided, among other things, that bunker licenses would be granted to them provided they maintained certain itineraries and made their first and last call on this side of the Atlantic, at New

York or San Juan. After the signing of the armistice Key West was substituted for San Juan for the purpose of saving time by shortening the route. By this arrangement a strict censorship was made possible, and the isolation of Germany was made still more complete. Effective May 1, 1919, the agreement regarding itineraries was abrogated, thus releasing the vessels of these lines from the necessity of calling at ports of the United States.

Transportation of German subjects.—One more provision of the general rules should be mentioned which attempted to prevent aid reaching the enemy, namely, that no vessel should without the consent of the State Department carry any subject of Germany or her allies. This was to prevent the enemy reservists from reaching their native country.

THE CONSERVATION OF TONNAGE.

The second main purpose of the control exercised by the Bureau of Transportation over bunker fuel and ships' stores was the conservation of tonnage. As this phase of bunker control has already been treated,¹ a mere summary of the means by which this was accomplished will be sufficient:

- (a) Sailing vessels not to pass into the submarine zone.
- (b) Small American steamers not permitted to engage in trans-Atlantic or long voyages.
- (c) Vessels to be laden to their fullest capacity.
- (d) Discouragement of long hauls.
- (e) Attempt to keep vessels actively engaged.
- (f) Regulation as to the quality of bunker coal used.
- (g) Restriction of use of coal for stiffening.
- (h) Discharge of surplus bunker fuel and ships' stores at foreign ports.
- (i) Control over return trip.

SECURING OF ESSENTIAL COMMODITIES.

A third object to be obtained by bunker control was the ability to demand, in return for the granting of the license, that certain essential commodities be brought back on the return trip. It was the general rule to require from all neutral and unrequisioned American vessels leaving ports of the United States a guaranty to return. On February 4, 1918, the War Trade Board resolved that in the granting of bunker licenses an effort should be made to impress upon the owners and charterers of the vessels the necessity of bringing essential commodities on their return trips. The list enumerated at that time included nitrates, wool, rubber, pig tin, hemp, vegetable oils, beans, manganese ore, and jute.

On March 11, 1918, the Board voted that the Bureau of Transportation should continue to require, as a condition of the issue of bunker licenses to Norwegian sailing vessels, that they should carry essential commodities on their return voyages to the United States.

On March 31, 1918, a definite trade schedule was put into effect for sailing vessels. Lists were drawn up each day of the number of sailing vessels allowed to go into the designated trades. Sailing

¹ See pp. 119-122.

vessels on the Atlantic coast were permitted to go to the West Indies and return with mahogany or sugar, manganese ore, and castor beans. They could take coal and lumber to the east coast of South America and return with wheat, manganese ore, wool, hides, castor beans, rubber, quebracho extract, and coffee. From South Africa they could carry mahogany and wool. In the Pacific they could bring nitrates, hides, and castor beans from Chile; mahogany, rubber, hides, and castor beans from Central America; and wheat, wool, copra, coconut oil, vegetable oils, jute, hemp, chrome ore, nickel mattes, castor beans, and pig tin from the Far East. These measures were gradually relaxed as the need for these commodities ceased to be pressing.

On October 14, 1918, the Bureau of Transportation was authorized by the War Trade Board to require as a condition of the issue of bunker licenses that vessels equipped with tank facilities and touching at Philippine ports should bring cargoes of vegetable oil to the United States. This requirement was to apply only to vessels flying the American flag or chartered to the United States or to American citizens. The bureau had on its own initiative been imposing such a requirement for about a month previous to this action by the Board. This requirement was suspended on February 13, 1919.

Charcoal made from coconut shells was in great demand for gas masks. There was a scarcity in the United States, but the Bureau of Transportation, through its control of bunker licenses, was able to require schooners returning from the East Indies and the tropics to bring cargoes of coconuts.

It was the policy of the Bureau of Transportation in the earlier part of 1918 to require in the case of foreign vessels arriving at ports of the United States that all surplus bunker fuel and ships' stores be discharged before leaving the country. This was primarily to save tonnage, but it also resulted in increasing the amount of such commodities within the country. This practice was modified during the summer so as not to apply to vessels of the Allies, and again in November, 1918, to apply only to neutral vessels en route to ports of the northern neutrals. On December 7 it was discontinued even in these cases, provided that a guaranty was secured, if possible, from the Government of the flag involved that if the vessel was bound to a home port the importation of the excess quantities would be prevented. This condition was automatically removed on April 25, 1919, by the withdrawal of the restriction against the discharge of bunker fuel and ships' stores at the ports of the northern neutrals.

CONSERVATION OF COMMODITIES.

Bunker fuel.—The power to withhold a bunker license enabled the War Trade Board to exercise control over cargoes. Among the articles in the list proclaimed by the President on July 9, 1917, as not to be taken out of the country excepting under license were coal, coke, fuel oils, kerosene, and gasoline, including bunkers. Each vessel for which a bunker license was issued was entitled to a reasonable amount of bunker fuel. It was somewhat uncertain how much this meant. The bureau made a study of this problem. It obtained information from about 150 steamship companies for about 1,200 vessels. Of these about 1,000 were coal-burning vessels and about 200 were oil

consumers. The owners were asked to state the gross and the dead-weight tonnage of each vessel, the average sea speed in knots, the corresponding indicated horsepower, the kind and grade of fuel used, and the average daily fuel consumption at sea and in port, and the number and type of engines with which each vessel was equipped. From the data received two tables were prepared, one for the coal-burning vessels and one for oil burners. In each table the vessels were grouped according to size as measured by gross tonnage, and the reported coal or oil consumption of vessels of the same size was averaged for various speeds. From these tables the chart shown on the next page was prepared and was sent, on May 6, 1918, to the agents of the bureau and to the collectors of customs to serve as a rough check upon the quantities of fuel requested for the use of vessels at sea. Instructions were also issued prescribing a method whereby the applicant's statement regarding the amount of bunker fuel needed could be checked accurately whenever the amount appeared by the chart to be excessive. The restriction as to the amount of bunker fuel a vessel could carry was removed on January 13, 1919.

Mention has already been made¹ of the provision in General Rules No. 1 whereby "all bunkers received by any vessel shall be used solely for the purposes of the vessel, and no portion of the bunkers shall be landed in any port or transferred to any other vessel." One of the purposes of this provision was to conserve bunker fuel. The Fuel Administration wished to conserve fuel by prohibiting its use on private yachts. After May 31, 1918, bunker licenses were denied such vessels when operating under the power of coal or fuel oil.

Food supplies.—The Food Administration limited the amount of certain foods which people on shore could consume; it was but fair that those on the sea should also be forced to conserve. The Bureau of Transportation in order to facilitate the regulation of food supplies and other ships' stores prepared a circular which showed in detail the allowances to be made. This was sent out on June 1, 1918, to the agents of the bureau and to collectors of customs. A brief sketch of the food restrictions is given.

Table I shows the maximum amounts to be allowed per man per day of the enumerated articles. Table II contains a list of articles for which, within certain limits to be explained below, applicants could ask for such quantities as they desired.

TABLE I.

	Ounces.
Butter and butter substitutes-----	2
Beef-----	16
Pork-----	6
Lard-----	1
Wheat products-----	10
Wheat substitutes-----	8
Sugar-----	3
Groceries-----	11
Total (about 3½ lbs.)-----	57

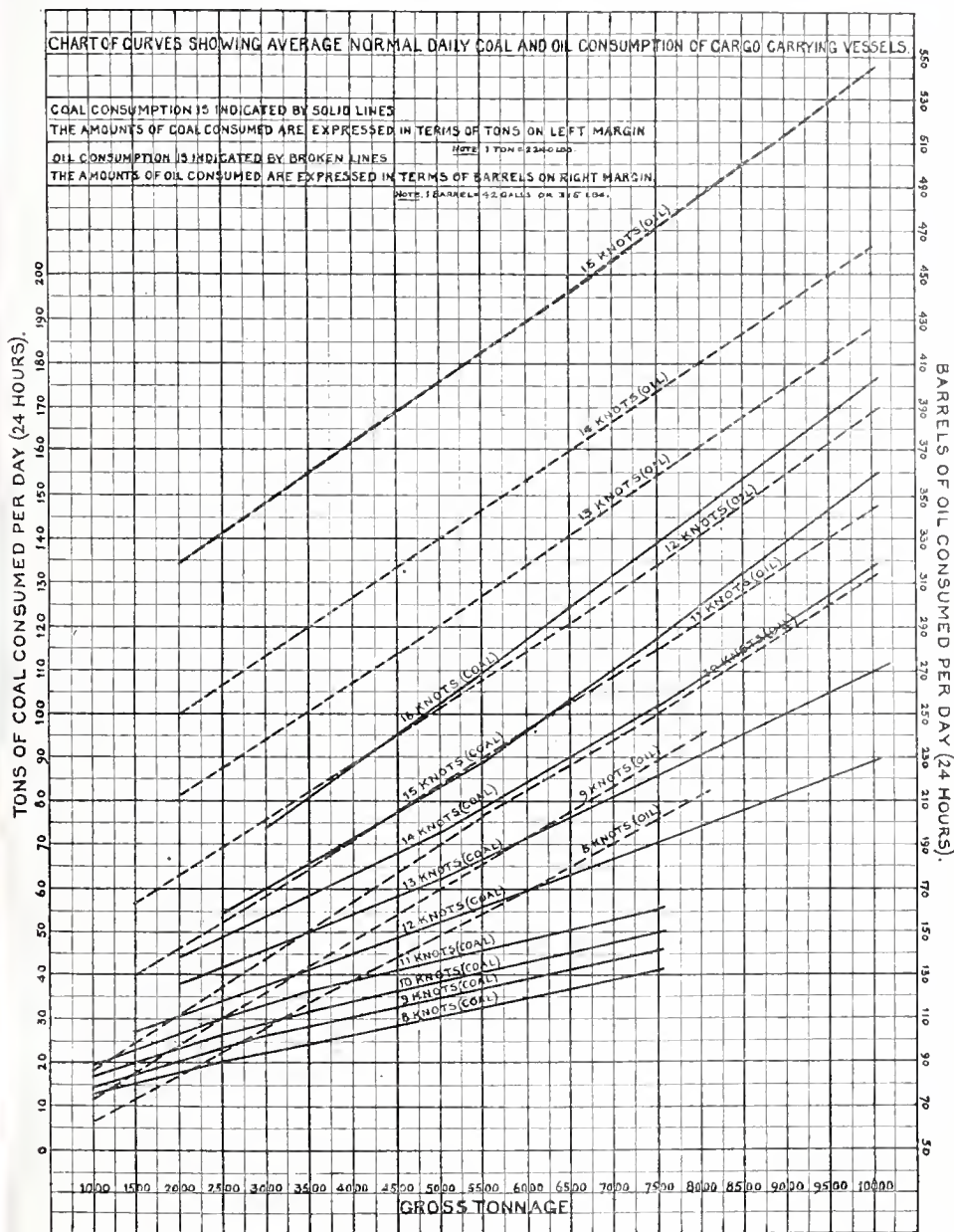
TABLE II.

Veal.
Mutton and lamb.
Fish, fresh.
Fish, canned and salted.
Poultry and game.
Milk.
Eggs.

The amount of the seven articles in Table II added to the amount of the eight articles listed in Table I was not to be in excess of a

¹ See p. 332.

total of 5 pounds a day. Stated in another way, a vessel was entitled to take quantities of the articles in Table II provided that the total of all the articles did not exceed 5 pounds per man per day. In addition to the above articles, a vessel was to be allowed 32 ounces of potatoes and 32 ounces of fresh vegetables and fruits. The circular contained a table showing the ratio at which dried concen-



trated food might be substituted for the unconcentrated or fresh foods. It also provided for an allowance of dried fruits. In no event, however, was the allowance per man to exceed 9 pounds per day. Before granting licenses the agents or collectors of customs were instructed to assure themselves that the applicants had no larger food supplies than the amounts to which they were entitled.

On November 13, 1918, the change in the foreign situation permitted the following increases to be made in the daily food allowances per man: Wheat products, from 10 ounces to 18 ounces; sugar, from 3 to 4 ounces; and beef, from 16 to 24 ounces. These increases raised the total weight of the restricted articles in Table I from 57 to 74 ounces. The total food allowance per man, however, was still limited to 9 pounds per day. On January 13, 1919, all restrictions as to the quantity of food supplies which a vessel was permitted to take were removed.

Another method of conserving food supplies through the control afforded by the bunker license is well illustrated by the instructions sent on August 5, 1918, by the Bureau of Transportation to its agents and to collectors of customs. These instructions provided:

(1) All vessels clearing from a United States port for the West Indies and Honolulu shall be allowed only sufficient sugar for the first outward voyage to such foreign port.

(2) Vessels clearing for ports in Uruguay, Argentina, Chile, India, and Australia shall be allowed, upon their first application, wheat flour for a period sufficient to complete the outward voyage. No such vessel on any subsequent voyage clearing for ports of these countries will be permitted to purchase any wheat flour for use as ships' stores at a United States port, except by special permission from the War Trade Board.

(3) All cargo vessels clearing from a United States port for ports in Brazil, Uruguay, Argentina, Chile, and Peru shall be allowed to take the following articles sufficient only for the first outward voyage from a United States port to ports of these countries:

Beef.	Mutton.	Veal.	Lard.
Pork	Lamb.	Poultry.	Eggs.

(4) Passenger-carrying vessels are subject to all the above restrictions, with additional regulations that they will cooperate as far as possible and purchase all their supplies for the round trip in foreign ports if their refrigerating capacity is sufficient. In other words, more is expected of a passenger vessel with refrigerating facilities than of ordinary cargo vessels which require ice for the preservation of stores and supplies.

It will be noted that these commodities were to be supplied for the first outward trip only. In other words, the policy was to force vessels to secure their supplies entirely at the other end of the voyage. In each case the countries specified are sources of production for the commodities enumerated. Thus the burden of supplying foodstuffs to vessels making these voyages was shifted from the United States to other countries more favorably situated under war conditions. These instructions were canceled on February 5, 1919.

Ships' stores.—The policy of using bunker control for the conservation of food supplies was also used in the case of all kinds of ships' stores. The same circular sent out in regard to the amount of food stores to be allowed contained figures for the average quantities of deck and engine-room stores for steamers for voyages of three months and of deck stores for sailing vessels for voyages of about six months. These figures were furnished as guides rather than as absolute allotments. The policy of the bureau may be seen from a quotation taken from its circular No. 2:

It will be understood by all applicants for deck, cabin, engine-room, and slop-chest stores that the quantities that should be applied and that will be allowed must depend upon the size and type of the vessel and upon the intended voyage. In general, the quantity of stores allowed will depend upon whether the stores in question can or can not be obtained at the foreign port or ports of destination; also upon whether the United States authorities re-

quire a guaranty that the vessel receiving stores shall return direct to the United States upon the conclusion of her outward voyage * * *. It should be understood that vessels will not be allowed to take out of the country unnecessary stores nor to take out of the country as stores any articles that are in fact cargo. When vessels are granted new supplies and equipment, such as anchors, chains, boiler or engine parts, the old equipment or parts displaced must be landed before the vessel clears. Likewise, all junk, discarded rope, metal, and rubber, etc., must be discharged before the vessel sails.

All restrictions as to the quantity of ships' stores that could be carried by vessels sailing from ports of the United States were canceled January 13, 1919, except in a few cases enumerated below.

On August 5, 1918, a circular letter was sent to agents and collectors of customs instructing them to refuse to allow aboard vessels, for use as ships' stores, linen in any form whatsoever. This instruction was not withdrawn until September 17, 1918. On May 16, 1918, a similar restriction was placed on anhydrous ammonia, and on June 7 aqua ammonia was also included. On July 10, 1918, the restriction was modified to permit a maximum limit of 200 pounds, and this restriction was not removed until February 24, 1919. On August 27, 1918, the War Trade Board passed a resolution that no dunnage should be allowed to proceed out of the country on any vessel except under license either as ships' stores or as cargo, and no application for bunkers of any vessel should be granted unless all dunnage aboard was so licensed. It declared that dunnage as ships' stores could not be discharged at any foreign port or transferred to any other vessel without special permission from the Bureau of Transportation. Burlap and jute bagging or bags, when used either for topping purposes on board grain vessels or for dunnage purposes on board any vessel, should be considered as ships' stores. At first the Bureau of Transportation was not given the authority to permit this burlap and jute bagging to be discharged at a foreign port, but such permission was granted on October 30, 1918. For a number of weeks in November and December, 1918, guaranties were required that the burlap and bagging would eventually be returned to the United States. Effective February 5, 1919, dunnage could be licensed only as ships' stores, and from this date licenses were so issued by the Bureau of Transportation without restriction of any kind. Linen, ammonia, burlap, and jute bagging were all commodities essential for our war program and bunker control was a means taken to conserve them. In order to avoid a shortage of quinine and its salts and cinchona bark and its products, instructions were issued on February 5, 1919, to collectors of customs to check carefully the medicine chests of all vessels and not to permit excessive quantities of these commodities to be carried out of the country. Some months later the danger had disappeared, and on May 6, 1919, these instructions were canceled.

THE ENFORCEMENT OF THE REGULATIONS OF THE WAR TRADE BOARD AND OTHER GOVERNMENT ORGANIZATIONS.

In the discussion of food conservation the cooperation of the bureau in enforcing the food regulations is clearly seen and needs no further expansion. The bureau also aided the Chartering Committee of the Shipping Board in enforcing freight rates. The bureau, at the request of the Chartering Committee, withheld bunker licenses. This was generally done because of the failure of the owners to submit

their charter to the committee for approval or because the owners attempted to load vessels at freight rates higher than those fixed by the Shipping Board. Generally within a few days the owners would submit to the requirements of the Chartering Committee and the bunker licenses would then be issued.

The War Trade Board on June 20, 1918, authorized the Bureau of Transportation to withhold bunker licenses for all vessels which had exacted freight rates on coffee higher than those fixed by the United States Shipping Board. This policy was discontinued on December 16, 1918. Another freight rate case was that of certain Spanish steamers which were charging excessive rates for shipments to Spain. When, however, the steamers realized that the bunker licenses would probably be withheld, they fixed a definite rate schedule which was acceptable. Similar pressure was brought to bear to induce a certain Japanese steamship line to carry mail to South Africa on one of its steamships which was about to sail. Mail for South Africa had been accumulating, and as no regular mail boat was available, the Post Office Department made overtures to this line for space on this steamship. In spite of the fact that the Post Office Department offered a higher rate of compensation than the owners could have secured for any other freight that might have been offered, the agents held out for a still higher rate. However, the Bureau of Transportation notified the Post Office Department that no bunker license would be granted this vessel until the agents agreed to carry the mail. Shortly after this the agents agreed to accept the mail, and the license was accordingly granted.

The Bureau of Transportation gave the final word for a vessel to be allowed to sail from port. This fact caused it to be the agent for enforcing many of the regulations of the War Trade Board. If a question arose at the last moment as to the advisability of allowing a vessel to clear, the Bureau of Transportation caused the ship to be detained.

Banker licenses granted by the Bureau of Transportation, by number and tonnage, to destinations as indicated, from May 15, 1918, to Apr. 19, 1919.¹

Destination.	May 15-June 1.		June.	July.	August.	September.	
	Number of vessels.	Gross tonnage.	Number of vessels.	Number of vessels.	Number of vessels.	Number of vessels.	Gross tonnage.
Trans-Atlantic Allies.....	166	1,033,726	298	394	353	372	2,117,632
Trans-Atlantic neutrals.....	7	12,895	66	91	71	55	187,867
Trans-Pacific Allies.....	61	234,060	118	220	124	134	457,290
Trans-Pacific neutrals.....	1	751	10	14	15	12	27,075
Alaska.....	30	38,401	49	35	29	25	44,413
Canada and Newfoundland.....	224	204,686	201	188	185	138	187,217
Central America.....	33	83,791	74	101	99	88	182,053
Cuba.....	96	238,129	207	205	175	144	274,155
East coast South America.....	36	64,833	111	94	104	74	140,137
Mexico.....	71	256,580	120	122	143	110	345,385
West coast South America.....	42	160,448	85	101	124	116	402,580
West Indies.....	61	129,253	72	100	121	95	145,559
World-wide.....							
Total.....	828	2,457,553	1,411	1,665	1,543	1,363	4,511,393

Destination.	October.		November.		December.	
	Number of vessels.	Gross tonnage.	Number of vessels.	Gross tonnage.	Number of vessels.	Gross tonnage.
Trans-Atlantic Allies.....	397	2,259,525	382	2,303,453	478	2,665,457
Trans-Atlantic neutrals.....	109	382,222	107	314,842	130	433,961
Trans-Pacific Allies.....	183	635,501	160	583,534	119	374,042
Trans-Atlantic neutrals.....	25	64,012	24	57,951	26	83,384
Alaska.....	33	57,201	17	24,185	20	50,015
Canada and Newfoundland.....	202	234,275	134	173,111	105	133,095
Central America.....	118	184,025	90	151,294	83	144,243
Cuba.....	186	365,849	173	314,918	106	300,749
East coast South Africa.....	92	193,607	102	212,021	116	226,563
Mexico.....	141	439,891	156	515,553	122	416,277
West coast South America.....	164	529,567	125	438,956	94	234,876
West Indies.....	121	133,377	109	122,635	124	153,850
World-wide.....						
Total.....	1,771	5,479,052	1,579	5,212,453	1,583	5,246,512

Destination.	January.		February.		March.		Apr. 1-Apr. 19	
	Number of vessels.	Gross tonnage.	Number of vessels.	Gross tonnage.	Number of vessels.	Gross tonnage.	Number of vessels.	Gross tonnage.
Trans-Atlantic Allies.....	631	3,277,952	404	2,160,564	354	1,902,785	241	1,138,874
Trans-Atlantic neutrals.....	159	556,390	117	414,822	127	518,933	72	256,882
Trans-Pacific Allies.....	237	950,363	208	786,121	164	695,847	134	555,661
Trans-Pacific neutrals.....	13	51,026	6	26,572	9	35,555	13	51,418
Alaska.....	21	51,057	22	32,864	32	71,695	47	59,080
Canada and Newfoundland.....	105	199,742	76	126,286	80	94,613	58	57,290
Central America.....	100	189,833	84	142,374	82	170,478	10	15,356
Cuba.....	254	522,272	199	384,751	159	318,648	79	131,666
East coast South America.....	166	479,563	133	348,347	97	235,455	46	156,684
Mexico.....	172	523,290	117	388,523	112	386,865	61	119,387
West coast South America.....	79	251,856	66	206,128	64	247,336	25	63,512
West Indies.....	196	364,566	133	163,068	137	230,516	102	178,608
World-wide.....							96	599,837
Total.....	2,136	7,357,710	1,565	5,180,600	1,417	4,967,346	978	3,184,195

¹ On Apr. 20 the Bureau of Transportation discontinued compiling the statistics contained in this table.

NOTE.—The figures for the gross tonnage of the vessels involved are given in this and the following table by months, excepting for June, July, and August. The Bureau of Transportation during these months compiled its tonnage statistics in net tons instead of in gross tons. The total net tonnage for these months was: 2,714,357; in June 3,451,432 in July; and 3,090,855 in August. The tables give an indication of the amount of tonnage over which the War Trade Board had control through its power of granting bunker licenses.

Bunker licenses granted by the Bureau of Transportation, by number of each nationality and gross tonnage, from May 15, 1918, to Jan. 1, 1919.

Flag.	May 15-June 1.		June.	July.	August.	September.	
	Number of vessels.	Gross tonnage.	Number of vessels.	Number of vessels.	Number of vessels.	Number of vessels.	Gross tonnage.
American.....	328	766,810	593	603	659	543	1,348,784
Argentinian.....			2		1	2	8,457
Belgian.....	1	9,481	7	14	10	4	9,198
Brazilian.....	2	6,456	2	7	10	7	32,463
British.....	275	1,032,276	387	538	432	413	1,929,930
Chilean.....	5	15,627	2	6	4	1	665
Chinese.....				4	2	1	1,237
Colombian.....			1	1			
Costa Rican.....					1	1	125
Cuban.....	13	11,786	20	25	12	7	12,744
Danish.....	39	92,403	67	75	72	72	142,963
Dominican.....			4	1	3	2	2,220
Dutch.....	2	2,493	8	12	10	8	45,784
French.....	12	46,909	25	38	38	35	119,045
Greek.....	1	3,562	4	2	2	2	10,022
Honduran.....	8	14,277	16	20	10	15	24,837
Italian.....	9	44,070	15	15	20	14	81,074
Japanese.....	17	122,855	39	83	47	58	307,465
Mexican.....	6	9,175	6	12	15	9	13,812
Nicaraguan.....			3	2	1	2	3,120
Norwegian.....	84	196,818	164	125	137	107	267,517
Panamanian.....				1			
Peruvian.....	5	17,402	3	5	1	4	15,403
Portuguese.....	4	9,916	2	5	4	2	6,589
Russian.....			4	12	2	8	13,776
Spanish.....	7	32,118	16	21	22	17	51,225
Swedish.....	9	23,017	20	37	26	29	62,968
Venezuelan.....	1	102	1	1	1		
Uruguayan.....					1		
Total.....	828	2,457,553	1,411	1,665	1,543	1,363	4,511,363

Flag.	October.		November.		December.	
	Number of vessels.	Gross tonnage.	Number of vessels.	Gross tonnage.	Number of vessels.	Gross tonnage.
American.....	680	1,597,083	642	1,608,556	587	1,410,664
Argentinian.....	1	4,217	1	4,218	1	1,793
Belgian.....	16	54,948	6	20,027	13	38,332
Brazilian.....	7	29,023	5	16,991	2	9,786
British.....	483	2,069,391	413	1,941,755	483	2,242,826
Chilean.....	5	11,972	5	14,412	4	11,749
Chinese.....	4	14,072	2	7,036	2	6,111
Costa Rican.....	2	423			1	219
Cuban.....	8	13,908	8	10,962	5	9,936
Danish.....	96	185,886	96	220,575	61	135,146
Dominican.....	3	888	2	424	3	233
Dutch.....	14	74,085	15	63,285	21	111,976
Ecuadorian.....					1	88
French.....	50	192,446	53	240,468	49	152,995
Greek.....	1	3,541	2	7,064	3	11,204
Honduran.....	19	33,341	15	26,543	15	26,699
Italian.....	20	80,030	25	112,596	32	186,313
Japanese.....	65	351,208	45	304,611	37	180,946
Mexican.....	19	25,976	9	10,722	7	10,994
Nicaraguan.....	1	1,560	3	4,680	2	3,120
Norwegian.....	192	476,361	157	389,871	161	391,564
Peruvian.....	4	14,427	2	6,510	3	9,637
Portuguese.....	6	12,499	9	20,788	5	17,127
Russian.....	6	16,892	3	5,101	2	7,001
Siamese.....			1	2,901		
Spanish.....	19	58,405	16	53,792	36	150,897
Swedish.....	49	153,878	44	118,565	46	118,635
Venezuelan.....					1	521
Uruguayan.....	1	2,592				
Total.....	1,771	5,479,052	1,579	5,212,453	1,583	5,246,512

WAR TRADE BOARD

CHAIRMAN

BUREAU OF TRANSPORTATION

ASSISTANT DIRECTOR

DIRECTOR

ASSISTANT DIRECTOR

ADMINISTRATOR

ASSISTANT TO
DIRECTOR

ASSISTANT TO
DIRECTOR

COMPILATION OF
BUREAU REPORTS

PREPARATION
OF FORMS

PREPARATION
OF RULINGS

BUNKER
FORM
FILE

DIVISION
OF
RECORDS

CORRESPONDENCE
FILES
SHIP FILES

DAILY RECORD
OF LICENSES GRANTED
BY SPECIAL INSTRUCTIONS
FILE

LICENSE REVIEW
AND CORRECTION OF
BUNKER FORMS

TABULATION
BUNKER FUEL

SHIP STORES
AUDITOR

SHIP TRANSFERS
APPROVAL OF
SALE OF SHIPS

SUPPLIES
OFFICE EQUIPMENT
AGENTS' FORMS

BRANCH
AGENCIES

NEW YORK

BOSTON

LOS ANGELES

SAN FRANCISCO

SEATTLE

ORGANIZATION OF THE BUREAU OF TRANSPORTATION.

The accompanying chart is intended to picture the organization of the bureau as it was at the time of the armistice, November 11, 1918, the time of the greatest activity of the War Trade Board.

Director.—The work of the bureau was carried out under the immediate supervision of the director. It was his duty to see that the bureau carried into effect the rulings of the War Trade Board in so far as they related to the regulation of the movement of vessels, the licensing of bunker fuel and ships' stores, and the transfer of ownership of vessels.

Assistant directors.—The director was aided in his work by two assistant directors. They took an active part in formulating the policy of the bureau, and in cases when special instructions were called for as to the granting or refusing of licenses for bunker fuel or ships' stores the cases were referred to them.

Assistants to director.—There were also two assistants to the director. It was the special function of one of these to prepare the various forms and rulings issued by the bureau. The other compiled all reports of the bureau.

Administrator.—The administrator of the bureau was in charge of the remaining divisions of the Washington office. It was his duty to keep the office machinery running smoothly and see that policies were properly carried out.

Mail distributor.—All mail for the Bureau of Transportation was sent from the main mail room of the War Trade Board to the mail distributor. (Not shown in the organization chart.) It was his function to route the mail. If it was a bunker form, it was sent to the person in charge of the review of licenses; otherwise it was sent to the correspondence files.

License review and correction of bunker forms.—The bunker forms were those which had been filled out by the applicants for licenses for bunker fuel and ships' stores. The person in charge of the review of licenses looked over the forms to see if they needed correction. After meeting with his approval the forms were sent to the Division of Records.

Division of Records.—The Division of Records transferred data from the bunker forms to voyage cards. These contained the complete record of the issue of bunker licenses to all vessels and served as an index for both the bunker form files and the ship files. These cards showed the movements and the cargoes of all vessels to which bunker licenses were issued. This division kept a record of all guaranties to return to the United States and notified the assistant directors in charge of the issue of bunker licenses whenever a vessel failed to return by the time it was due. An alphabetical list was kept of the signers of the agreement to abide by the rules of the Bureau of Transportation. A record was also kept by this division of all vessels owned by or requisitioned or chartered to the United States Shipping Board, together with all charter approvals made by the Chartering Committee of the Shipping Board.

Bunker form file.—The bunker forms after being thus recorded were sent to the person in charge of the bunker form file. Here they

were filed under the number of the issuing port—each port had its own number—and according to the serial number of the licenses issued at that port. The invoices for ships' stores which applicants were required to furnish were filed with the bunker licenses except for the port of New York. A separate file was made in this case because of the large number of such invoices.

Division of Tabulation.—The Division of Tabulation compiled data in regard to the licenses authorized by the bureau. The licenses reported to the bureau by its agents or by the collectors of customs at the various bunkering ports were all tabulated. The division submitted a monthly report to the chairman of the War Trade Board showing the number of licenses granted and the total tonnage of vessels licensed by flag and destination. A monthly report was also submitted showing the amount of bunkers loaded at the various United States ports during the month. These statistics were compiled from data in the bunker form file.

Division of Correspondence and Ships' Files.—All correspondence other than bunker forms was turned over by the mail distributor to the Division of Correspondence and Ships' Files. In case an inquiry came in for special instructions regarding the issue of a license, the letter was turned over to one of the assistant directors who had charge of the cases involving special instructions. After the case had been passed upon the correspondence was filed by this division. In the same way correspondence relating to the transfer of ownership in vessels was first turned over to the division in charge of the approval of the sale of vessels, and after being acted upon was filed with other correspondence connected with the case. The general correspondence exchanged between the bureau and its agents with American diplomatic officials throughout the world, with other branches of the Government, and with individuals or firms interested in the regulations of the bureau was filed by this division.

A card index file was kept, relating to confidential reports on shipowners, masters of vessels, and parties interested in the transfer of ships. This division also had charge of the ship files. All correspondence relating to any vessel was filed under the name of the vessel. The nationality, type, and tonnage of the vessel were indicated.

Daily record of licenses granted by special instructions.—A daily record of bunker licenses granted by special instructions was kept. This information was obtained from the Division of Correspondence and Ships' Files. From this daily record a monthly record was compiled. A daily record was also kept showing the bunker licenses pending. This covered those cases in which for some reason the authority for granting the license had been temporarily withheld. All of these records were discontinued on April 19, 1919.

Division of Ship Transfers.—Mention has been made of the Division of Ship Transfers. The War Trade Board until December 6, 1918, had joint authority with the Shipping Board to pass on the transfer of ownership of ships. The War Trade Board exercised its authority through the Bureau of Transportation, and this division was organized to carry on the work. After December 6 the approval of the Shipping Board alone was required and this division was no longer maintained.

Auditor of ship stores.—The function of the auditor of ship stores was to check up the amount of stores carried by any vessel and to see that no more was taken than should be, considering the number of persons on board and the length of the trip.

Division of Supplies.—The Division of Supplies furnished the members of the bureau with the supplies and equipment necessary to carry on their work. It also was responsible for keeping the agents of the bureau located at the various branch offices supplied with forms and other material.

Branch agencies.—The Bureau of Transportation maintained its own agencies at New York, Boston, Mobile, Los Angeles, San Francisco, and Seattle. At the other ports of the country the work of the bureau was carried on by the collectors of customs.

THE BUREAU OF ENEMY TRADE.

CREATION OF THE BUREAU OF ENEMY TRADE.

The Bureau of Enemy Trade was established by the War Trade Board on October 15, 1917, for the purpose of carrying out certain of the provisions of the trading with the enemy act, approved October 6, 1917. A temporary acting director was appointed and authorized to organize and assume charge of the bureau. He continued in charge of the work of the bureau until December 5, 1917, when by a resolution of the War Trade Board, passed on that day, a permanent director was appointed, succeeding the acting director and was given authority to take all necessary steps to complete and perfect its organization and to cause its functions to be properly and effectively exercised.

GENERAL PURPOSES AND POWERS.

The trading with the enemy act made it necessary for all individuals, firms, corporations, and other bodies of individuals in the United States who desired to take part in any commercial transaction, or to have any business dealings, communication, or intercourse, either directly or indirectly, with an "enemy" or "ally of enemy," first to obtain a license therefor from the President. By Executive order of President Wilson, under date of October 12, 1917, the authority of the President to license certain acts of trade, otherwise unlawful under the act, was vested in the War Trade Board, and by resolution of the War Trade Board, passed on December 7, 1917, the following powers were conferred upon the director of the Bureau of Enemy Trade:

(a) To grant or refuse or withhold licenses to trade with, to, or from, or for, or on account of, or for the benefit of any "enemy" or "ally of enemy."

(b) To grant, or refuse, or withhold licenses to continue to do business to "enemies" or "allies of enemies," other than "enemy" or "ally of enemy" insurance or reinsurance companies, doing business with the United States through an agency or branch office, or otherwise, applying therefor within 30 days after October 6, 1917.

(c) To grant, or refuse, or withhold licenses to any "enemy" or "ally of enemy" or partnership, of which an enemy or ally of enemy is a member, or was a member at the beginning of the war, to assume or use any name other than that by which such "enemy" or "ally of enemy" or partnership was ordinarily known at the beginning of the war—

To such extent and upon such terms and conditions as said director shall deem advisable.

The Bureau of Enemy Trade therefore received applications for and issued, or refused to issue, licenses involving trading with, or on behalf of, or for the benefit of an enemy or ally of enemy, within the meaning of those terms as defined by the trading with the enemy act and so far as such transactions were within the jurisdiction of the War Trade Board; and administered the control, by license, of the continued conduct of business in the United States by enemy concerns.

CLASSIFICATION AND DISTRIBUTION OF THE WORK.

As a result of the passage of the trading with the enemy act, the publication of the Executive order of October 12, 1917, and the publication of the enemy trading list, a large volume of correspondence and applications for licenses to trade with "enemies" or "allies of enemies" was received by the Bureau of Enemy Trade. To facilitate the handling of such work, the bureau was organized in various divisions, each handling a particular class of applications or performing certain specified work, under the supervision and control of the director, as follows:

- (1) Exports and Imports.
- (2) Financial and Commercial Transactions.
- (3) Patents.
- (4) Relief, Transmission of Funds, and Communications.
- (5) Tangible Assets in America.
- (6) New York Office.

EXPORTS AND IMPORTS DIVISION.

The work of this division was handled largely in conjunction with the Bureau of Exports and the Bureau of Imports.

Exports.—When it was desired to export an article of merchandise to an "enemy" or "ally of enemy" in a neutral country, the application for license in connection with such transaction was passed upon by both the Bureau of Exports and the Bureau of Enemy Trade. Prior to the proclamations of the President issued on February 14, 1918, by which the exportation and importation of all articles of commerce were made subject to license restrictions, those transactions involving trading with the enemy but not involving a controlled commodity were passed upon solely by the Bureau of Enemy Trade.

The general policy of the bureau during the period of hostilities was to refuse export licenses involving enemy trading, and very few were issued. The following is illustrative of the exceptions that were made:

When the goods to be shipped were specially manufactured for the export trade and were of a particular quality bearing a distinctive mark ordered by the purchaser abroad, applications for export licenses were granted, provided the order had been placed by the American merchant prior to the declaration of war by the United States or prior to the placing of the foreign firm on the enemy trading list, and provided the American firm acted in entire good faith in entering into the transaction. Such licenses were issued solely for the purpose of preventing loss or hardships falling upon the American manufacturer or exporter who was earnestly trying to carry on his business in good faith and may have been put to considerable expense to provide the goods in question without knowledge of the character of his consignee. During the period of the armistice general enemy trade licenses were issued to authorize trading with the countries opened up by interallied authorities to trade, and with persons formerly upon the enemy trading list.

Imports.—Likewise, when it was desired to import an article which would involve trading with an "enemy" or "ally of enemy," both the Bureau of Imports and the Bureau of Enemy Trade

were required to pass upon the application for license. As in the case of exports prior to February 14, 1918, only the Bureau of Enemy Trade was required to act in cases involving articles not then on the restricted list. Here also the general policy was to refuse such applications for licenses, except where the particular importation was required to meet the urgent needs of the United States, or where the goods to be imported were in liquidation, in whole or in part, of debts due to persons, firms, etc., in the United States, growing out of transactions entered into prior to the passage of the trading with the enemy act. The bureau discouraged this method of collecting a debt, on the ground that it afforded opportunity to the enemy to keep his organization in operation, even though he might not realize an immediate profit. It was discovered also that the existence of such a license was occasionally used by the "enemy" concerned therewith as the basis of propaganda and of statements to the effect that he had a general license to trade with persons in the United States, even though his name appeared on the enemy trading list. Such circumstances tended to detract from the efficiency of the trade restrictions imposed by this country, and for that reason the bureau encouraged the collection of proper debts in the form of remittances which did not liquidate enemy funds held on deposit in the United States. However, where it was necessary to issue such a license, due to the inability of the "enemy" to make payment in any other form, it was drawn up in conjunction with a license issued by the Bureau of Imports, covering the commodity to be shipped. These licenses were issued after a conference attended by representatives of the Bureau of Imports, Bureau of War Trade Intelligence, and Bureau of Enemy Trade. In May, 1919, the policy was adopted of issuing import licenses for a limited list of commodities from Germany, in order to aid in the establishment of credits to pay for imports of food into that country. At this time the practice was begun of referring applications for imports from Germany to the Bureau of Research and Statistics.

FINANCIAL AND COMMERCIAL TRANSACTIONS DIVISION.

The work of this division was concerned primarily with financial transactions by banks and financial institutions in the United States which involved, either directly or indirectly, persons coming within the category of "enemies" or "allies of enemies." A number of the questions which arose in connection with such transactions were later covered by rulings issued by the War Trade Board.

The applications for licenses received by this division involved, among others, the following questions:

(1) The adjustment of various financial transactions with enemies outstanding when the act was passed.

(2) Requests by American banks, or their foreign branches, for permission to deal with banks in neutral countries, where it was presumed that the banks in neutral countries had some relations with "enemies" or "allies of enemies."

(3) Payment of interest and dividends on securities held by American institutions for account of "enemies" or "allies of enemies," where the property had been reported to the Alien Property Custodian.

(4) The acceptance or payment in the United States of drafts or checks drawn in favor of Americans on funds to the credit of an enemy or ally of enemy, or upon which such person appeared as drawer or indorser.

(5) Transactions involving prisoners of war and interned enemy aliens in this country. As such persons were declared enemies by presidential proclamation an enemy trading license was necessary to cover business transactions carried on by other persons in this country for account of such interned persons. Communications relative to such matters were referred to the Bureau of Enemy Trade by the War Department. In May, 1919, an enemy trade license was issued authorizing trade and communication with formerly interned aliens in this country who had been released from the custody of the War Department.

In granting licenses in connection with such transactions it was necessary to protect the interests of the Alien Property Custodian in any funds accruing therefrom for "enemy" account.

PATENTS DIVISION.

The work of this division was roughly divided into two classes:

(A) Applications for licenses made directly to the War Trade Board for the following purposes:

- (1) Forwarding of communications ultimately destined to enemy or ally of enemy countries, with reference to enemy-owned United States patents.
- (2) To continue the performance of contracts, between American citizens and corporations, with enemy owners of United States patents. These were of three kinds:
 - (a) To continue the manufacture, sale, etc., of goods made under the enemy-owned patents;
 - (b) To pay or collect royalties on account of enemy owners of United States patents;
 - (c) To contract or otherwise act under enemy-owned United States copyrights or trade-marks.

(B) Communications relating to American-owned enemy and ally of enemy patents were licensed by the Federal Trade Commission and sent to the War Trade Board for forwarding under its license. Communications with reference to patent matters originally received by the War Trade Board for forwarding were carefully investigated by the Bureau of Enemy Trade, and held for 60 days as an additional safeguard against the forwarding of information of value. Communications received from the Federal Trade Commission were forwarded at once, as a matter of course, as it was understood that when received they had already been held 60 days. In case, however, the communication directed the payment of enemy patent fees it was not forwarded until an investigation was made of the existence of patent, the necessity of the payment of the fee, and the character of the sender.

The work of the Patents Division practically came to an end when on April 11, 1918, the President issued an Executive order revoking

the authority given to the Secretary of the Treasury, and by him delegated to the War Trade Board on November 23, 1917, to issue licenses to send communications outside of the United States intended for an enemy or ally of enemy, in any way relating to patents, trade-marks, copyrights, etc., and revoking the authority of the Federal Trade Commission to issue licenses to citizens or firms in the United States to file or prosecute applications for patents, trade-marks, and copyrights in enemy or ally of enemy countries. *

RELIEF, TRANSMISSION OF FUNDS, AND COMMUNICATIONS DIVISION.

The work of this division was carried on in accordance with arrangements made by the Bureau of Enemy Trade with the State Department, Censorship Board, etc. It may be summarized as follows:

- (1) Applications for leave to communicate with persons in enemy territory, including territory now occupied by the armed forces of the enemy. Such applications were numerous. When granting licenses in connection with such applications, necessary precautions were taken against the sending of information of value to the enemy, and when in proper form, duly licensed by this bureau and ready for transmission, such communications were turned over to the State Department for forwarding through diplomatic channels.
- (2) Applications by various relief societies, individuals, etc., for permission to send funds for the relief of destitute and starving persons in Poland, Palestine, and other territory occupied by the forces of the enemy; and to prisoners of war in Germany. Such funds were transmitted through agencies in neutral countries approved by the State Department and were limited both as to the aggregate amount which might be sent in one month and as to the sum which any one family or person might receive by way of such relief.
- (3) Applications for licenses to send remittances to Germany on behalf of libraries in the United States, for the purpose of obtaining German publications. A license was granted to the American Library Association to take charge of the importation of "enemy" or "ally of enemy" publications needed for research work in public libraries, colleges, etc. Applications for the importation of German publications were referred to this association and the work was carried on satisfactorily by it.
- (4) Applications for leave to send communications or remittances to Germany and Austria, in order to assist Americans or to protect the interests of American citizens, firms, or corporations in those countries. Such communications and remittances when licensed by this bureau were forwarded through the medium of the State Department.

All letters addressed to foreign countries and all outgoing and incoming cable messages which were necessary for the consummation of any negotiations licensed by the Bureau of Enemy Trade were passed upon by the bureau, and a careful scrutiny of such com-

munications was exercised to prevent a licensee from acting upon too broad a construction of his license or sending inadvisable statements to the addressees. This part of the work of the bureau was carried on in close conjunction with the Cable and Postal Censorship Boards

TANGIBLE ASSETS IN AMERICA DIVISION.

The work of this division was handled in conjunction with the Alien Property Custodian. It concerned chiefly the handling and disposition of tangible property located in the United States, and all moneys or other things of value realized or accruing therefrom, in any wise belonging to an enemy or in which an enemy might have an interest. Such work involved, among other duties, acting upon:

- (1) Applications by enemy concerns, other than insurance or reinsurance companies, for permission to continue to do business in the United States. The act required the filing of such applications within 30 days after the passage of the act. This period of time having expired, such applications were either—
 - (a) Denied; or
 - (b) In the case of copartnerships having enemy or ally of enemy partners, licenses in some instances were granted providing for the liquidation of the interest of the enemy partners in such concerns, and notifying the Alien Property Custodian and holding all proceeds arising in connection therewith subject to his orders in the premises.
 - (c) Temporary licenses were issued in some cases, upon certain conditions and under certain restrictions, to copartnerships having an enemy or ally of enemy partner, in instances where the Alien Property Custodian did not deem it expedient to take over the business immediately.
- (2) Applications by persons or corporations in the United States for leave to continue to act in fiduciary capacities for enemies or allies of enemies. In such instances licenses were granted or withheld according to the facts in each case and in conformity with policies laid down in conjunction with the Alien Property Custodian.
- (3) Applications for licenses covering the sale of personal property, held for the account of enemies. Licenses were granted upon such applications upon the condition that any proceeds of sale arising in connection with such transactions should be reported to and held subject to the orders of the Alien Property Custodian.
- (4) Applications for the payment of annuities or allowances to persons in the United States to be charged against credits established by banks or financial institutions in the United States for enemy account. Licenses to make such payments were granted in conformity with a policy adopted in conjunction with the Alien Property Custodian.

NEW YORK DIVISION.

This branch of the Bureau of Enemy Trade was created for the purpose of furnishing prompt and ready assistance and advice to the bankers, merchants, and business men of New York affected by the trading with the enemy act.

SELECTED CASES SHOWING THE NATURE OF POLICIES PURSUED BY THE BUREAU.

The bureau permitted the payment of premiums on life-insurance policies issued to "enemies" on the ground that such a course protected the insurance companies from the derangement of their calculations and consequent loss by the lapse of policies covering comparatively good risks where the enemy might decline to renew payments after the war, demand the surrender value of his policy, and take out a new policy elsewhere when such a course might be more advantageous to him than the payment of all back premiums.

To facilitate the extension of American interests abroad and encourage the investment of American capital in foreign countries, with a view to the extension of our foreign commerce then and after the war, the bureau, whenever feasible, upon application of the American concern, permitted the purchase of "enemy" properties by American firms, when it appeared that American interests on the whole would profit by the transaction. A method of payment as little beneficial to the "enemy" as possible was worked out. Such transactions were submitted to the Interallied Conference, described hereinafter in detail.

Certain American firms which before the war carried on the importation of merchandise manufactured in Germany or Austria found themselves in a position of embarrassment after April, 1917, due to the retention of certain consignments in Holland, which goods had been paid for—in some cases for several years—and which the Americans for one reason or another had been unable to ship to this country. Many of these firms, for reasons sentimental or economic, desired to sell their merchandise in Holland, and the Bureau of Enemy Trade developed a plan whereby such transactions might be carried out, which was briefly as follows:

The American firm desiring to effect the sale of goods stored in Holland was required to file an affidavit with the bureau stating that no person in enemy territory had any interest in or connection with such merchandise by way of ownership, lien, advances made, or in any other manner. It was further agreed that the goods should be sold only in Holland, under the supervision of the Netherlands Overseas Trust, that no "enemy" should benefit in any way from such transaction; and that an affidavit to that effect should be given by the purchaser prior to the sale to the representative of the War Trade Board in Holland. Where these conditions were agreed to and all circumstances of the case appeared favorable, the interested firms were notified that they might proceed with the sale of their merchandise, and the bureau cabled the details of each case to the War Trade Board representative at The Hague, so that the sale might be made and the proceeds sent to America. Proper provision was made for the passage of communications bearing on these matters. In this way American traders were permitted to dispose of their merchandise, sometimes at a considerable profit, and large amounts of capital were thus released for use in this country.

COORDINATION OF ALLIED AND UNITED STATES POLICIES OF ENEMY TRADE LICENSES.

Under a resolution of the War Trade Board of April 29, 1918, the Bureau entered into negotiations with the enemy trading license authorities of Great Britain, France, and Italy, and an arrangement was made whereby prior to the granting of any enemy trading licenses by any of the countries involved the applications for such licenses were submitted to a conference composed of representatives of each of the above Governments and of the United States. This conference considered the cases presented by the representatives of the various countries, and made recommendation as to the action to be taken, which was communicated to the Government presenting the application. The action of the conference was not binding but was generally followed. A conference sat in Washington to consider cases originating in any of the four countries above named, in which the locus of the transaction was in the Western Hemisphere; a conference in London considered cases in which the locus of the transaction was in Norway, Sweden, Denmark, or Holland; and a conference in Paris considered cases where the locus of the transaction was in Spain, Switzerland, or Morocco. A system was arranged whereby, through cable communications, the gist of the applications received by the bureau here, and which came within the purview of the London and Paris conferences, were communicated to the representatives of the United States in the respective conferences in those places. The action of the conference was cabled back to Washington.

The conference plan smoothed out many difficulties which existed previously. There were many cases where the various allied countries were acting upon inconsistent policies—that is, permission was granted by one Government to carry out a transaction with a black-listed concern in a certain foreign country, while another of the allied countries was refusing to allow such transactions. This naturally led to a considerable amount of damaging enemy propaganda in the country in question, calling attention to these inconsistencies, hanging upon them accusations of bad faith between the Allies, and pointing to them as examples of the use of the enemy trading restrictions to further the commercial policies of one of the allied countries at the expense of another. The undesirability of such propaganda was obvious, and the only method in which it could be made impossible was the one adopted—complete cooperation and consultation prior to the granting of enemy trading licenses. This policy was a logical outgrowth of the policy of coordination of the enemy trading lists of the Associated Governments.

There was a further and almost equally important advantage gained from this practice. The conference furnished a clearing house for ideas and information with regard to various situations which might arise. It often happened that after a reasonable amount of investigation with reference to some transaction in the northern neutral countries the bureau could see no objection to permitting it to go through. The result of a conference with the English and French on the matter might bring out numerous points with which they were familiar with regard to the case which might entirely change the attitude of the bureau.

VOLUME OF BUSINESS TRANSACTED.

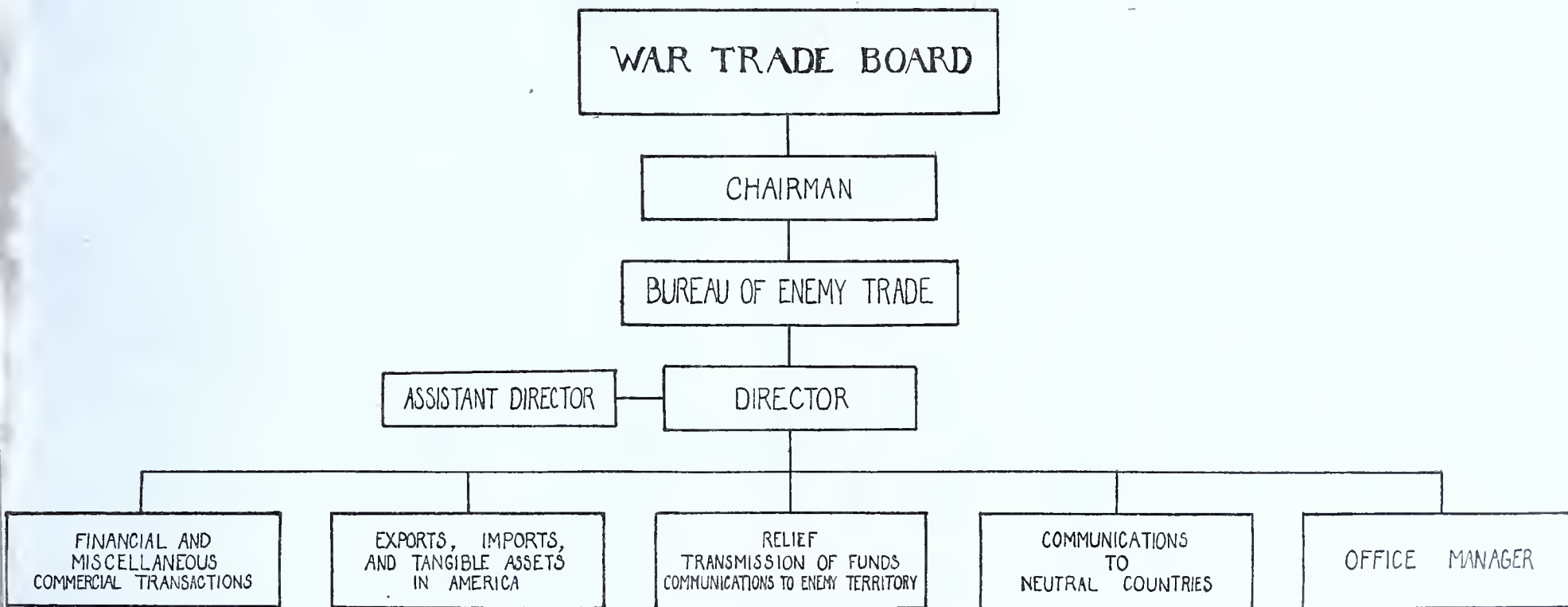
At the outbreak of the war numerous business transactions were in the course of procedure, in which "enemy" persons, either in enemy territory or on the enemy trading list, were involved, and which merchants in this country desired to complete. These brought a large number of applications to the bureau during the period immediately following its organization. These applications, however, were cleared up in the course of time and the bureau was concerned thereafter for the most part with de novo transactions in which there was some circumstance which led the American making the application to believe that his case was such that an exception should be made to the usual rule of no trading with enemy persons.

The following table indicates the total amount of business that passed through the Bureau of Enemy Trade from the date of its organization to May 31, 1919:

Applications for enemy trading licenses received by Bureau of Enemy Trade from date of organization to May 31, 1919.

	Oct. 15 to Dec. 31, 1917.	Total to Sept. 30, 1918.	Total to Oct. 31, 1918.	Total to Nov. 30, 1918.	Total to Dec. 31, 1918.	Total to May 31, 1919.
Applications received.....	5,475	18,858	19,679	20,320	20,911	22,329
Licenses issued.....	1,888	10,681	11,367	11,894	12,221	13,185
Applications refused.....	1,138	4,385	4,541	4,630	4,751	5,010
Applications cancelled.....	801	3,147	3,256	3,436	3,552	3,984
Applications pending.....	1,648	645	515	360	387	53

The organization chart facing this page represents the organization of the bureau at the time of the signing of the armistice.





PART VI.

APPENDIX.

EXHIBIT I.

LAWS, PRESIDENTIAL PROCLAMATIONS, AND EXECUTIVE ORDERS GRANTING THE POWERS UNDER WHICH THE WAR TRADE BOARD FUNCTIONED.

Section I.

Extract—Title VII of the "Espionage Act," approved June 15, 1917.

[Public—No. 24—65th Congress—II. R. 291.]

An act to punish acts of interference with the foreign relations, the neutrality, and the foreign commerce of the United States, to punish espionage, and better to enforce the criminal laws of the United States, and for other purposes.

TITLE VII.

CERTAIN EXPORTS IN TIME OF WAR UNLAWFUL.

SECTION 1. Whenever during the present war the President shall find that the public safety shall so require, and shall make proclamation thereof, it shall be unlawful to export from or ship from or take out of the United States to any country named in such proclamation any article or articles mentioned in such proclamation, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another.

SEC. 2. Any person who shall export, ship, or take out, or deliver or attempt to deliver for export, shipment, or taking out, any article in violation of this title, or of any regulation or order made hereunder, shall be fined not more than \$10,000, or, if a natural person, imprisoned for not more than two years, or both; and any article so delivered or exported, shipped, or taken out, or so attempted to be delivered or exported, shipped, or taken out, shall be seized and forfeited to the United States; and any officer, director, or agent of a corporation who participates in any such violation shall be liable to like fine or imprisonment, or both.

SEC. 3. Whenever there is reasonable cause to believe that any vessel, domestic or foreign, is about to carry out of the United States any article or articles in violation of the provisions of this title, the collector of customs for the district in which such vessel is located is hereby authorized and empowered, subject to review by the Secretary of Commerce, to refuse clearance to any such vessel, domestic or foreign, for which clearance is required by law, and by formal notice served upon the owners, master, or person or persons in command or charge of any domestic vessel for which clearance is not required by law, to forbid the departure of such vessel from the port, and it shall thereupon be unlawful for such vessel to depart. Whoever, in violation of any of the provisions of this section shall take, or attempt to take, or authorize the taking of any such vessel, out of port or from the jurisdiction of the United States, shall be fined not more than \$10,000 or imprisoned not more than two years, or both; and, in addition, such vessel, her tackle, apparel, furniture, equipment, and her forbidden cargo shall be forfeited to the United States.

Section II.

[Extract from the "Trading with the enemy Act," approved Oct. 6, 1917. Public—No. 91—65th Congress—II. R. 4960.]

An act to define, regulate, and punish trading with the enemy, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this act shall be known as the "Trading with the enemy Act."

SEC. 2. That the word "enemy," as used herein, shall be deemed to mean, for the purposes of such trading and of this act—

(a) Any individual, partnership, or other body of individuals, of any nationality, resident within the territory (including that occupied by the military and naval forces) of any nation with which the United States is at war, or resident outside the United States and doing business within such territory, and any corporation incorporated within such territory of any nation with which the United States is at war or incorporated within any country other than the United States and doing business within such territory.

(b) The Government of any nation with which the United States is at war, or any political or municipal subdivision thereof, or any officer, official, agent, or agency thereof.

(c) Such other individuals, or body or class of individuals, as may be natives, citizens, or subjects of any nation with which the United States is at war, other than citizens of the United States, wherever resident or wherever doing business, as the President, if he shall find the safety of the United States or the successful prosecution of the war shall so require, may, by proclamation, include within the term "enemy."

The words "ally of enemy," as used herein, shall be deemed to mean—

(a) Any individual, partnership, or other body of individuals, of any nationality, resident within the territory (including that occupied by the military and naval forces) of any nation which is an ally of a nation with which the United States is at war, or resident outside the United States and doing business within such territory, and any corporation incorporated within such territory of such ally nation, or incorporated within any country other than the United States and doing business within such territory.

(b) The Government of any nation which is an ally of a nation with which the United States is at war, or any political or municipal subdivision of such ally nation, or any officer, official, agent, or agency thereof.

(c) Such other individuals, or body or class of individuals, as may be natives, citizens, or subjects of any nation which is an ally of a nation with which the United States is at war, other than citizens of the United States, wherever resident or wherever doing business, as the President, if he shall find the safety of the United States or the successful prosecution of the war shall so require, may, by proclamation, include within the term "ally of enemy."

The word "person," as used herein, shall be deemed to mean an individual, partnership, association, company, or other unincorporated body of individuals, or corporation or body politic.

The words "United States," as used herein, shall be deemed to mean all land and water, continental or insular, in any way within the jurisdiction of the United States, or occupied by the military or naval forces thereof.

The words "the beginning of the war," as used herein, shall be deemed to mean midnight ending the day on which Congress has declared or shall declare war or the existence of a state of war.

The words "end of the war," as used herein, shall be deemed to mean the date of proclamation of exchange of ratifications of the treaty of peace, unless the President shall, by proclamation, declare a prior date, in which case the date so proclaimed shall be deemed to be the "end of the war" within the meaning of this act.

The words "bank or banks," as used herein, shall be deemed to mean and include national banks, State banks, trust companies, or other banks or banking associations doing business under the laws of the United States, or of any State of the United States.

The words "to trade," as used herein, shall be deemed to mean—

(a) Pay, satisfy, compromise, or give security for the payment or satisfaction of any debt or obligation.

(b) Draw, accept, pay, present for acceptance or payment, or indorse any negotiable instrument or chose in action.

(c) Enter into, carry on, complete, or perform any contract, agreement, or obligation.

(d) Buy or sell, loan or extend credit, trade in, deal with, exchange, transmit, transfer, assign, or otherwise dispose of, or receive any form of property.

(e) To have any form of business or commercial communication or intercourse with.

SEC. 3. That it shall be unlawful—

(a) For any person in the United States, except with the license of the President, granted to such person, or to the enemy, or ally of enemy, as provided in this act, to trade, or attempt to trade, either directly or indirectly,

with, to, or from, or for, or on account of, or on behalf of, or for the benefit of, any other person, with knowledge or reasonable cause to believe that such other person is an enemy or ally of enemy, or is conducting or taking part in such trade, directly or indirectly, for, or on account of, or on behalf of, or for the benefit of, an enemy or ally of enemy.

(b) For any person, except with the license of the President, to transport, or attempt to transport, into or from the United States, or for any owner, master, or other person in charge of a vessel of American registry to transport or attempt to transport from any place to any other place, any subject or citizen of an enemy or ally of enemy nation, with knowledge or reasonable cause to believe that the person transported or attempted to be transported is such subject or citizen.

(c) For any person (other than a person in the service of the United States Government, or of the government of any nation, except that of an enemy or ally of enemy nation, and other than such persons or class of persons as may be exempted hereunder by the President or by such person as he may direct), to send, or take out of, or bring into, or attempt to send, or take out of, or bring into the United States, any letter or other writing or tangible form of communication, except in the regular course of the mail; and it shall be unlawful for any person to send, take, or transmit, or attempt to send, take, or transmit out of the United States, any letter or other writing, book, map, plan, or other paper, picture, or any telegram, cablegram, or wireless message, or other form of communication intended for or to be delivered, directly or indirectly, to an enemy or ally of enemy: *Provided, however*, That any person may send, take, or transmit out of the United States anything herein forbidden if he shall first submit the same to the President, or to such officer as the President may direct, and shall obtain the license or consent of the President, under such rules and regulations, and with such exemptions, as shall be prescribed by the President.

(d) Whenever, during the present war, the President shall deem that the public safety demands it, he may cause to be censored under such rules and regulations as he may from time to time establish, communications by mail, cable, radio, or other means of transmission passing between the United States and any foreign country he may from time to time specify, or which may be carried by any vessel or other means of transportation touching at any port, place, or territory of the United States and bound to or from any foreign country. Any person who willfully evades or attempts to evade the submission of any such communication to such censorship or willfully uses or attempts to use any code or other device for the purpose of concealing from such censorship the intended meaning of such communication shall be punished as provided in section sixteen of this act.

SEC. 4. (a) Every enemy or ally of enemy insurance or reinsurance company, and every enemy or ally of enemy, doing business within the United States through an agency or branch office, or otherwise, may, within thirty days after the passage of this act, apply to the President for a license to continue to do business; and within thirty days after such application, the President may enter an order either granting or refusing to grant such license. The license, if granted, may be temporary or otherwise, and for such period of time, and may contain such provisions and conditions regulating the business, agencies, managers and trustees and the control and disposition of the funds of the company, or of such enemy or ally of enemy, as the President shall deem necessary for the safety of the United States; and any license granted hereunder may be revoked or regranted or renewed in such manner and at such times as the President shall determine: *Provided, however*, That reasonable notice of his intent to refuse to grant a license or to revoke a license granted to any reinsurance company shall be given by him to all insurance companies incorporated within the United States and known to the President to be doing business with such reinsurance company: *Provided further*, That no insurance company, organized within the United States, shall be obligated to continue any existing contract, entered into prior to the beginning of the war, with any enemy or ally of enemy insurance or reinsurance company, but any such company may abrogate and cancel any such contract by serving thirty days' notice in writing upon the President of its election to abrogate such contract.

For a period of thirty days after the passage of this act, and further pending the entry of such order by the President, after application made by any enemy or ally of enemy insurance or reinsurance company, within such thirty days as

above provided, the provisions of the President's proclamation of April sixth, nineteen hundred and seventeen, relative to agencies in the United States of certain insurance companies, as modified by the provisions of the President's proclamation of July thirteenth, nineteen hundred and seventeen, relative to marine and war-risk insurance, shall remain in full force and effect so far as it applies to such German insurance companies, and the conditions of said proclamation of April sixth, nineteen hundred and seventeen, as modified by said proclamation of July thirteenth, nineteen hundred and seventeen, shall also during said period of thirty days after the passage of this act, and pending the order of the President as herein provided, apply to any enemy or ally of enemy insurance or reinsurance company, anything in this act to the contrary notwithstanding. It shall be unlawful for any enemy or ally of enemy insurance or reinsurance company, to whom license is granted, to transmit out of the United States any funds belonging to or held for the benefit of such company or to use any such funds as the basis for the establishment directly or indirectly of any credit within or outside of the United States to, or for the benefit of, or on behalf of, or on account of, an enemy or ally of enemy.

For a period of thirty days after the passage of this act, and further pending the entry of such order by the President, after application made within such thirty days by any enemy or ally of enemy, other than an insurance or reinsurance company as above provided, it shall be lawful for such enemy or ally of enemy to continue to do business in this country and for any person to trade with, to, from, for, on account of, on behalf of or for the benefit of such enemy or ally of enemy, anything in this act to the contrary notwithstanding: *Provided, however,* That the provisions of sections three and sixteen hereof shall apply to any act or attempted act of transmission or transfer of money or other property out of the United States and to the use or attempted use of such money or property as the basis for the establishment of any credit within or outside of the United States to, or for the benefit of, or on behalf of, or on account of, an enemy or ally of enemy.

If no license is applied for within thirty days after the passage of this act, or if a license shall be refused to any enemy or ally of enemy, whether insurance or reinsurance company or other person, making application, or if any license granted shall be revoked by the President, the provisions of sections three and sixteen hereof shall forthwith apply to all trade or to any attempt to trade with, to, from, for, by, on account of, or on behalf of, or for the benefit of such company or other person: *Provided, however,* That after such refusal or revocation, anything in this act to the contrary notwithstanding, it shall be lawful for a policyholder or for an insurance company, not an enemy or ally of enemy, holding insurance or having effected reinsurance in or with such enemy or ally of enemy insurance or reinsurance company, to receive payment of, and for such enemy or ally of enemy insurance or reinsurance company to pay any premium, return premium, claim, money, security, or other property due or which may become due on or in respect to such insurance or reinsurance in force at the date of such refusal or revocation of license; and nothing in this act shall vitiate or nullify then existing policies or contracts of insurance or reinsurance, or the conditions thereof; and any such policyholder or insurance company, not an enemy or ally of enemy, having any claim to or upon money or other property of the enemy or ally of enemy insurance or reinsurance company in the custody or control of the alien property custodian, hereinafter provided for, or of the Treasurer of the United States, may make application for the payment thereof and may institute suit as provided in section nine hereof.

(b) That, during the present war, no enemy, or ally of enemy, and no partnership of which he is a member or was a member at the beginning of the war, shall for any purpose assume or use any name other than that by which such enemy or partnership was ordinarily known at the beginning of the war, except under license from the President.

SEC. 5. (a) That the President, if he shall find it compatible with the safety of the United States and with the successful prosecution of the war, may, by proclamation, suspend the provisions of this act so far as they apply to an ally of enemy, and he may revoke or renew such suspension from time to time; and the President may grant licenses, special or general, temporary or otherwise, and for such period of time and containing such provisions and conditions as he shall prescribe, to any person or class of persons to do business as provided in subsection (a) of section four hereof, and to perform any act made

unlawful without such license in section three hereof, and to file and prosecute applications under subsection (b) of section ten hereof; and he may revoke or renew such licenses from time to time, if he shall be of opinion that such grant or revocation or renewal shall be compatible with the safety of the United States and with the successful prosecution of the war; and he may make such rules and regulations, not inconsistent with law, as may be necessary and proper to carry out the provisions of this act; and the President may exercise any power or authority conferred by this act through such officer or officers as he shall direct.

If the President shall have reasonable cause to believe that any act is about to be performed in violation of section three hereof he shall have authority to order the postponement of the performance of such act for a period not exceeding ninety days, pending investigation of the facts by him.

SEC. 11. Whenever during the present war the President shall find that the public safety so requires and shall make proclamation thereof it shall be unlawful to import into the United States from any country named in such proclamation any article or articles mentioned in such proclamation except at such time or times, and under such regulations or orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another.

Section III.

EXECUTIVE ORDER.

By virtue of authority vested in me by Title VII of the act approved June 15, 1917, entitled, "An act to punish acts of interference with the foreign relations, the neutrality, and the foreign commerce of the United States, to punish espionage and better to enforce the criminal laws of the United States, and for other purposes," I hereby vest in the Secretary of Commerce the executive administration of all instructions issued by the President under said Title VII and of the proclamations thereunder, and the said Secretary is hereby authorized and directed to take such measures as may be necessary to administer and execute the same and to grant or refuse export licenses thereunder, in accordance with those instructions.

I hereby establish an Exports Council, to be composed of the Secretary of State, the Secretary of Agriculture, the Secretary of Commerce, and the Food Administrator, and I hereby authorize and direct the said Exports Council, thus constituted, to formulate, for the consideration and approval of the President, policies and make the recommendations necessary to carry out the purposes of this act.

WOODROW WILSON.

THE WHITE HOUSE,
22 June, 1917.

[No. 2645.]

Section IV.

[CERTAIN EXPORTS IN TIME OF WAR UNLAWFUL.]

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA, A PROCLAMATION.

Whereas Congress has enacted, and the President has on the fifteenth day of June, 1917, approved a law which contains the following provisions:

"Whenever during the present war the President shall find that the public safety shall so require, and shall make proclamation thereof, it shall be unlawful to export from or ship from or take out of the United States to any country named in such proclamation any article or articles mentioned in such proclamation, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another.

"Any person who shall export, ship, or take out, or deliver or attempt to deliver for export, shipment, or taking out, any article in violation of this title, or of any regulation or order made hereunder, shall be fined not more than \$10,000, or, if a natural person, imprisoned for not more than two years, or both; and any article so delivered or exported, shipped, or taken out, or so attempted to be delivered or exported, shipped, or taken out, shall be seized and forfeited to the United States; and any officer, director, or agent of a corporation who participates in any such violation shall be liable to like fine or imprisonment or both.

"Whenever there is reasonable cause to believe that any vessel, domestic or foreign, is about to carry out of the United States any article or articles in violation of the provisions of this title, the collector of customs for the district in which such vessel is located is hereby authorized and empowered, subject to review by the Secretary of Commerce, to refuse clearance to any such vessel, domestic or foreign, for which clearance is required by law, and by formal notice served upon the owners, master, or person or persons in command or charge of any domestic vessel for which clearance is not required by law, to forbid the departure of such vessel from the port, and it shall thereupon be unlawful for such vessel to depart. Whoever, in violation of any of the provisions of this section shall take, or attempt to take, or authorize the taking of any such vessel out of port or from the jurisdiction of the United States, shall be fined not more than \$10,000 or imprisoned for not more than two years, or both; and, in addition, such vessel, her tackle, apparel, furniture, equipment, and her forbidden cargo shall be forfeited to the United States."

And whereas, the public safety requires that succor shall be prevented from reaching the enemy;

Now, therefore I, Woodrow Wilson, President of the United States of America, do hereby proclaim to all whom it may concern that except at such time or times and under such regulations and orders and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress, the following articles, namely: Coal, coke, fuel oils, kerosene and gasoline, including bunkers; food grains, flour and meal therefrom, fodder and feeds, meat and fats, pig iron, steel billets, ship plates and structural shapes, scrap iron and scrap steel; ferromanganese; fertilizers; arms, ammunition and explosives, shall not, on and after the fifteenth day of July, 1917, be carried out of or exported from the United States or its territorial possessions to Abyssinia, Afghanistan, Albania, Argentina, Austria-Hungary, Belgium, her colonies, possessions or protectorates, Bolivia, Brazil, Bulgaria, China, Chile, Colombia, Costa Rica, Cuba, Denmark, her colonies, possessions or protectorates, Dominican Republic, Ecuador, Egypt, France, her colonies, possessions or protectorates, Germany, her colonies, possessions or protectorates, Great Britain, her colonies, possessions or protectorates, Greece, Guatemala, Haiti, Honduras, Italy, her colonies, possessions or protectorates, Japan, Liberia, Liechtenstein, Luxembourg, Mexico, Monaco, Montenegro, Morocco, Nepal, Nicaragua, the Netherlands, her colonies, possessions or protectorates, Norway, Oman, Panama, Paraguay, Persia, Peru, Portugal, her colonies, possessions or protectorates, Roumania, Russia, Salvador, San Marino, Serbia, Siam, Spain, her colonies, possessions or protectorates, Sweden, Switzerland, Uruguay, Venezuela, or Turkey.

The orders and regulations from time to time prescribed will be administered by and under the authority of the Secretary of Commerce, from whom licenses in conformity with the said orders and regulations will issue.

In witness whereof I have hereunto set my hand and caused the seal of the United States to be affixed.

Done at the city of Washington this ninth day of July, in the year of our Lord one thousand nine hundred and seventeen and of the independence of the United States of America the one hundred and forty-second.

[SEAL.]

WOODROW WILSON.

By the President:

FRANK L. POLK,

Acting Secretary of State.

Section V.

EXECUTIVE ORDER.

By virtue of authority vested in me by Title VII of the act approved June 15, 1917, entitled "An act to punish acts of interference with the foreign relations, the neutrality, and the foreign commerce of the United States, to punish espionage and better enforce the criminal laws of the United States, and for other purposes":

I hereby establish an Exports Administrative Board to be composed of a representative respectively of the Secretary of State, the Secretary of Agriculture, the Secretary of Commerce, the Food Administrator, and the United States Shipping Board, and I hereby vest in the said Administrative Board the executive administration of all instructions issued by the President under said Title VII and of the proclamations thereunder, and the said Administrative Board is hereby authorized and directed to take such measures as may be necessary to administer and execute the same and to grant or refuse export licenses thereunder, in accordance with these instructions.

I hereby establish an Exports Council, to be composed of the Secretary of State, the Secretary of Agriculture, the Secretary of Commerce, the Food Administrator, and the Chairman of the Shipping Board, and I hereby authorize and direct the said Exports Council, thus constituted, to act in an advisory capacity upon such matters under this act as may be referred to them by the President or the Administrative Board.

This order shall supersede the Executive order of June 22, 1917, and become effective August 27, 1917.

WOODROW WILSON.

THE WHITE HOUSE:

August 21, 1917.

Section VI.

[CERTAIN EXPORTS IN TIME OF WAR UNLAWFUL.]

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA, A PROCLAMATION.

Whereas Congress has enacted, and the President has on the fifteenth day of June, 1917, approved a law which contains the following provisions:

"Whenever during the present war the President shall find that the public safety shall so require, and shall make proclamation thereof, it shall be unlawful to export from, or ship from, or take out of the United States to any country named in such proclamation any article or articles mentioned in such proclamation, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another.

"Any person who shall export, ship, or take out, or deliver, or attempt to deliver for export, shipment, or taking out, any article in violation of this title, or of any regulation or order made hereunder, shall be fined not more than \$10,000, or, if a natural person, imprisoned for not more than two years, or both; and any article so delivered or exported, shipped or taken out, or so attempted to be delivered or exported, shipped, or taken out, shall be seized and forfeited to the United States; and any officer, director, or agent of a corporation who participates in any such violation shall be liable to like fine or imprisonment, or both.

"Whenever there is reasonable cause to believe that any vessel, domestic or foreign, is about to carry out of the United States any article or articles in violation of the provisions of this title, the collector of customs for the district in which such vessel is located is hereby authorized and empowered, subject to review by the Secretary of Commerce, to refuse clearance to any such vessel, domestic or foreign, for which clearance is required by law, and by formal notice served upon the owners, master, or person or persons in command or charge of any domestic vessel for which clearance is not required by law, to forbid the departure of such vessel from the port, and it shall thereupon be

unlawful for such vessel to depart. Whoever, in violation of any of the provisions of this section, shall take, or attempt to take, or authorize the taking of any such vessel out of port or from the jurisdiction of the United States, shall be fined not more than \$10,000 or imprisoned for not more than two years, or both; and, in addition, such vessel, her tackle, apparel, furniture, equipment, and her forbidden cargo shall be forfeited to the United States;"

Now, therefore, I, Woodrow Wilson, President of the United States of America, do hereby proclaim to all whom it may concern that the public safety requires that, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress, the following articles, namely: All kinds of arms, guns, ammunition and explosives, machines for their manufacture or repair, component parts thereof, materials or ingredients used in their manufacture, and all articles necessary or convenient for their use; all contrivances for, or means of transportation on land or in the water or air, machines used in their manufacture or repair, component parts thereof, materials or ingredients used in their manufacture, and all instruments, articles, and animals necessary or convenient for their use; all means of communication, tools, implements, instruments, equipment, maps, pictures, papers and other articles, machines and documents necessary or convenient for carrying on hostile operations; coin, bullion, currency, evidences of debt, and metal, materials, dies, plates, machinery, and other articles necessary or convenient for their manufacture; all kinds of fuel, food, food-stuffs, feed, forage and clothing, and all articles and materials used in their manufacture; all chemicals, drugs, dyestuffs, and tanning materials; cotton, wool, silk, flax, hemp, jute, sisal, and other fibres and manufactures thereof; all earths, clay, glass, sand, and their products; hides, skins, and manufactures thereof; non-edible animal and vegetable products; machinery, tools, and apparatus; medical, surgical, laboratory, and sanitary supplies and equipment; all metals, minerals, mineral oils, ores, and all derivatives and manufactures thereof; paper pulp, books, and printed matter; rubber, gums, rosins, tars and waxes, their products, derivatives and substitutes, and all articles containing them; wood and wood manufactures; coffee, cocoa, tea, and spices; wines, spirits, mineral waters, and beverages; shall not, on and after the 30th day of August in the year one thousand nine hundred and seventeen, be exported from or shipped from, or taken out of the United States or its territorial possessions to Albania, Austria-Hungary, that portion of Belgium occupied by the military forces of Germany, Bulgaria, Denmark, her colonies, possessions or protectorates, Germany, her colonies, possessions or protectorates, Greece, Liechtenstein, Luxembourg, the Kingdom of the Netherlands, Norway, Spain, her colonies, possessions or protectorates, Sweden, Switzerland or Turkey (excluding any portion of the foregoing occupied by the military forces of the United States or the nations associated with the United States in the war), or any territory occupied by the military forces of Germany or her allies; and

I do hereby further proclaim to all whom it may concern that the public safety requires that, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress, the following articles, namely: Coal; coke; fuel oils, lubricating oils, hand-lantern oil, naphtha, benzine, red oil, kerosene, and gasoline; all bunkers; food grains, flour and meal therefrom, corn flour, barley, rice flour, rice, oat meal, and rolled oats; fodder and feeds, oil-cake, oil-meal cake, malt, and peanuts; all meats and fats, poultry, cottonseed oil, corn oil, copra, desiccated cocoanuts, butter fresh, dried, and canned fish, edible or inedible grease of animal or vegetable origin, linseed oil, lard, tinned milk, peanut oil and butter, rapeseed oil, tallow, tallow candles, and stearic acid; sugar, glucose, syrup, and molasses; pig iron, ferro-silicon and spiegeleisen; steel ingots, billets, blooms, slabs, and sheet bars; iron and steel plates, including ship, boiler, tank and all other iron and steel plates one-eighth of an inch thick and heavier, and wider than six inches, iron and steel structural shapes, including beams, channels, angles, tees, and zees of all sizes; fabricated structural iron and steel, including beams, channels, angles, tees, zees and plates, fabricated and shipped knocked down; scrap iron and scrap steel; ferro-manganese; tool steel, high-speed steel and alloy steels, and machine tools; steel-hardening materials; fertilizers, including cattle and sheep manure, nitrate of soda, poudrette, potato manure, potassium salts, land plaster, potash, cyanamide, phosphoric acid, phosphate rock, superphosphate, chlorate of potash, bone meal, bone flour, ground bone, dried blood

ammonia and ammonia salts, acid phosphates, guano, humus, hardwood ashes, soot, anhydrous ammonia: aeronautical machines and instruments, their parts and accessories thereof; arms and ammunition; all explosives, nitrate of potash, rosin, saltpetre, turpentine, ether, alcohol, sulphur, sulphuric acid and its salts, acetone, nitric acid and its salts, benzol and its derivatives, phenol (carbolic acid) and its derivatives, toluol and its derivatives, mercury and its salts, glycerine, potash and its salts, all cyanides and films; carrier and other pigeons; anti-aircraft instruments, apparatus, and accessories; all radio and wireless apparatus and its accessories; optical glass, optical instruments, and reflectors; cotton and cotton linters; wool, wool rags, wool and khaki clippings, and wool products; flax, sisal, jute, hemp, and all manufactures thereof; hides, skins, leather, leather belting, sole and upper leather, leather boots and shoes, harness and saddles, and leather clothing; soap and soap powders; all engines and motors operated by steam, gas, electricity or other motive power and their accessories; metal and wood-working machinery; oil well casing, oil well drilling implements and machinery and the accessories thereof; steam boilers, turbines, condensers, pumps, and accessories thereof; all electrical equipment: crucibles; emery, emery wheels, carborundum and all artificial abrasives; copper, including copper ingots, bars, rods, plates, sheets, tubes, wire, and scrap thereof; lead and white lead; tin, tin plate, tin cans, and all articles containing tin; nickel, aluminum, zinc, plumbago and platinum; news-paper, print-paper, wood pulp, and cellulose; ash, spruce, walnut, mahogany, oak, and birch woods; and industrial diamonds: shall not, on and after the 30th day of August in the year one thousand nine hundred and seventeen, be exported from, shipped from or taken out of the United States or its territorial possessions to Abyssinia, Afghanistan, Argentina, that portion of Belgium not occupied by the military forces of Germany or the colonies, possessions or protectorates of Belgium, Bolivia, Brazil, China, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Egypt, France, her colonies, possessions or protectorates, Guatemala, Haiti, Honduras, Italy, her colonies, possessions or protectorates, Great Britain, her colonies, possessions or protectorates, Japan, Liberia, Mexico, Monaco, Montenegro, Morocco, Nepal, Nicaragua, the colonies, possessions or protectorates of the Netherlands, Oman, Panama, Paraguay, Persia, Peru, Portugal, her colonies, possessions or protectorates, Roumania, Russia, Salvador, San Marino, Serbia, Siam, Uruguay, Venezuela (excluding any portion of the foregoing occupied by the military forces of Germany or her allies), or any territory occupied by the military forces of the United States or by the nations associated with the United States in the war.

The regulations, orders, limitations, and exceptions prescribed will be administered by and under the authority of the Exports Administrative Board, from whom licenses, in conformity with said regulations, orders, limitations, and exceptions, will issue.

In witness whereof, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

Done at the city of Washington, this 27th day of August in the year of our Lord one thousand nine hundred and seventeen and of the independence of the United States of America the one hundred and forty-second.

[SEAL]

WOODROW WILSON.

By the President:

ROBERT LANSING.

Secretary of State.

Section VII.

EXECUTIVE ORDER.

VESTING POWER AND AUTHORITY IN DESIGNATED OFFICERS AND MAKING RULES AND REGULATIONS UNDER TRADING WITH THE ENEMY ACT AND TITLE VII OF THE ACT APPROVED JUNE 15, 1917.

By virtue of the authority vested in me by "An act to define, regulate, and punish trading with the enemy and for other purposes," approved October 6, 1917, and by Title VII of the act approved June 15, 1917, entitled "An act to punish acts of interference with the foreign relations, the neutrality and the foreign commerce of the United States, to punish espionage and better to

enforce the criminal laws of the United States and for other purposes" (hereinafter designated as the espionage act), I hereby make the following orders and rules and regulations:

WAR TRADE BOARD.

I. I hereby establish a War Trade Board to be composed of representatives respectively, of the Secretary of State, of the Secretary of the Treasury, of the Secretary of Agriculture, of the Secretary of Commerce, of the Food Administrator, and of the United States Shipping Board.

II. I hereby vest in said board the power and authority to issue licenses under such terms and conditions as are not inconsistent with law, or to withhold or refuse licenses, for the exportation of all articles, except coin, bullion or currency, the exportation or taking of which out of the United States may be restricted by proclamations heretofore or hereafter issued by me under said Title VII of the espionage act.

III. I further hereby vest in said War Trade Board the power and authority to issue, upon such terms and conditions as are not inconsistent with law, or to withhold or refuse, licenses for the importation of all articles the importation of which may be restricted by any proclamation hereafter issued by me under section 11 of the trading with the enemy act.

IV. I further hereby vest in said War Trade Board the power and authority not vested in other officers by subsequent provisions of this order, to issue, under such terms and conditions as are not inconsistent with law, or to withhold or refuse, licenses to trade either directly or indirectly with, to, or from, or for, or on account of, or on behalf of, or for the benefit of, any other person, with knowledge or reasonable cause to believe that such other person is an enemy or ally of enemy, or is conducting or taking part in such trade directly or indirectly for, or on account of, on behalf of, or for the benefit of, an enemy or ally of enemy.

V. I further hereby vest in said War Trade Board the power and authority, under such terms and conditions as are not inconsistent with law, to issue to every enemy or ally of enemy, other than enemy or ally of enemy insurance or reinsurance companies, doing business within the United States through an agency or branch office, or otherwise, applying therefor within 30 days of October 6, 1917, licenses temporary or otherwise to continue to do business, or said board may withhold or refuse the same.

VI. I further hereby vest in said War Trade Board the executive administration of the provisions of section 4 (b) of the trading with the enemy act relative to granting licenses to enemies and enemy allies to assume or use other names than those by which they were known at the beginning of the war. And I hereby authorize said board to issue licenses not inconsistent with the provisions of law or to withhold or refuse licenses to any enemy, or ally of enemy, or partnership of which an enemy or ally of enemy is a member or was a member at the beginning of the war, to assume or use any name other than that by which such enemy or ally of enemy or partnership was ordinarily known at the beginning of the war.

VII. I hereby revoke the Executive order of August 21, 1917, creating the Exports Administrative Board. All proclamations, rules, regulations, and instructions made or given by me under Title VII of the espionage act and now being administered by the Exports Administrative Board are hereby continued, confirmed, and made applicable to the War Trade Board, and all employees of the Exports Administrative Board are hereby transferred to and constituted employees of the War Trade Board in the same capacities, and said War Trade Board is hereby authorized to exercise without interruption the powers heretofore exercised by said Exports Administrative Board.

VIII. The said War Trade Board is hereby authorized and empowered to take all such measures as may be necessary or expedient to administer the powers hereby conferred. And I hereby vest in the War Trade board the power conferred upon the President by section 5 (a) to make such rules and regulations, not inconsistent with law, as may be necessary and proper for the exercise of the powers conferred upon said board.

WAR TRADE COUNCIL.

IX. I hereby establish a War Trade Council to be composed of the Secretary of State, Secretary of the Treasury, Secretary of Agriculture, Secretary of Commerce, the Food Administrator, and the chairman of the Shipping Board,

and I hereby authorize and direct the said War Trade Council thus constituted to act in an advisory capacity in such matters under said acts as may be referred to them by the President or the War Trade Board.

SECRETARY OF THE TREASURY.

X. I hereby vest in the Secretary of the Treasury the executive administration of any investigation, regulation, or prohibition of any transaction in foreign exchange, export or earmarking of gold or silver coin, or bullion or currency, transfers of credit in any form (other than credits relating solely to transactions to be executed wholly within the United States) and transfers of evidences of indebtedness or of the ownership of property between the United States and any foreign country, or between residents of one or more foreign countries, by any person within the United States; and I hereby vest in the Secretary of the Treasury the authority and power to require any person engaged in any such transaction to furnish under oath complete information relative thereto, including the production of any books of account, contracts, letters, or other papers in connection therewith in the custody or control of such person, either before or after such transaction is completed.

XI. I further hereby vest in the Secretary of the Treasury the executive administration of the provisions of subsection (c) of section 3 of the trading with the enemy act relative to sending, or taking out of, or bringing into, or attempting to send, take out of, or bring into, the United States, any letter, writing, or tangible form of communication, except in the regular course of the mail; and of the sending, taking, or transmitting, or attempting to send, take, or transmit, out of the United States, any letter, or other writing, book, map, plan, or other paper, picture, or any telegram, cablegram, or wireless message, or other form of communication intended for or to be delivered, directly or indirectly, to an enemy or ally of enemy. And said Secretary of the Treasury is hereby authorized and empowered to issue licenses to send, take, or transmit out of the United States anything otherwise forbidden by said subsection (c) and give such consent or grant such exemption in respect thereto, as is not inconsistent with law, or to withhold or refuse the same.

XII. I further authorize the Secretary of the Treasury to grant a license under such terms and conditions as are not inconsistent with law or to withhold or refuse the same to any "enemy" or "ally of enemy" insurance or reinsurance company doing business within the United States through an agency or branch office or otherwise, which shall make application within 30 days of October 6, 1917.

XIII. I hereby authorize and direct the Secretary of the Treasury, for the purpose of such executive administration, to take such measures, adopt such administrative procedure, and use such agency or agencies as he may from time to time deem necessary and proper for that purpose. The proclamation of the President, dated September 7, 1917, made under authority vested in him by Title VII of said act of Congress, approved June 15, 1917, shall remain in full force and effect. The Executive order, dated September 7, 1917, made under the authority of said title shall remain in full force and effect until new regulations shall have been established by the President, or by the Secretary of the Treasury, with the approval of the President, and thereupon shall be superseded.

CENSORSHIP BOARD.

XIV. I hereby establish a Censorship Board to be composed of representatives, respectively, of the Secretary of War, the Secretary of the Navy, the Postmaster General, the War Trade Board, and the chairman of the Committee on Public Information.

XV. And I hereby vest in said Censorship Board the executive administration of the rules, regulations, and proclamations from time to time established by the President under subsection (d) of section 3, of the trading with the enemy act, for the censorship of communications by mail, cable, radio, or other means of transmission passing between the United States and any foreign country from time to time specified by the President, or carried by any vessel or other means of transportation touching at any port, place, or territory of the United States and bound to or from any foreign country.

XVI. The said Censorship Board is hereby authorized to take all such measures as may be necessary or expedient to administer the powers hereby conferred.

FEDERAL TRADE COMMISSION.

XVII. I further hereby vest in the Federal Trade Commission the power and authority to issue licenses, under such terms and conditions as are not inconsistent with law or to withhold or refuse the same, to any citizen of the United States or any corporation organized within the United States to file and prosecute applications in the country of an enemy or ally of enemy for letters patent or for registration of trade-mark, print, label, or copyright, and to pay the fees required by law and the customary agents' fees, the maximum amount of which in each case shall be subject to the control of such commission; or to pay to any enemy or ally of enemy any tax, annuity, or fee which may be required by the laws of such enemy or ally of enemy nation in relation to patents, trade-marks, prints, labels, and copyrights.

XVIII. I hereby vest in the Federal Trade Commission the power and authority to issue, pursuant to the provisions of section 10 (c) of the trading with the enemy act, upon such terms and conditions as are not inconsistent with law, or to withhold or refuse a license to any citizen of the United States, or any corporation organized within the United States, to manufacture or cause to be manufactured a machine, manufacture, composition of matter, or design, or to carry on or cause to be carried on a process under any patent, or to use any trade-mark, print, label, or copyrighted matter owned or controlled by an enemy or ally of enemy, at any time during the present war; and also to fix the prices of articles and products manufactured under such licenses necessary to the health of the military and the naval forces of the United States, or the successful prosecution of the war; and to prescribe the fee which may be charged for such license, not exceeding \$100 and not exceeding 1 per cent of the fund deposited by the licensee with the Alien Property Custodian, as provided by law.

XIX. I hereby further vest in the said Federal Trade Commission the executive administration of the provisions of section 10 (d) of the trading with the enemy act, the power and authority to prescribe the form of, and time and manner of filing statements of the extent of the use and enjoyment of the license and of the prices received and the times at which the licensee shall make payments to the Alien Property Custodian, and the amounts of said payments, in accordance with the trading with the enemy act.

XX. I further hereby vest in the Federal Trade Commission the power and authority, whenever in its opinion the publication of an invention or the granting of a patent may be detrimental to the public safety or defense, or may assist the enemy, or endanger the successful prosecution of the war, to order that the invention be kept secret and the grant of letters patent withheld until the end of the war.

XXI. The said Federal Trade Commission is hereby authorized to take all such measures as may be necessary or expedient to administer the powers hereby conferred.

THE POSTMASTER GENERAL.

XXII. I hereby vest in the Postmaster General the executive administration of all the provisions (except the penal provisions) of section 19, of the trading with the enemy act, relating to the printing, publishing, or circulation in any foreign language of any news item, editorial, or other printed matter respecting the Government of the United States or of any nation engaged in the present war, its policies, international relations, the state or conduct of the war or any matter relating thereto, and the filing with the postmaster at the place of publication, in the form of an affidavit of a true and complete translation of the entire article containing such matter proposed to be published in such print, newspaper, or publication, and the issuance of permits for the printing, publication, and distribution thereof free from said restrictions. And the Postmaster General is authorized and empowered to issue such permits upon such terms and conditions as are not inconsistent with law and to refuse, withhold, or revoke the same.

XXIII. The sum of \$35,000 or so much thereof as may be necessary is hereby allotted out of the funds appropriated by the trading with the enemy act, to be expended by the Postmaster General in the administration of said section 19 thereof.

XXIV. The Postmaster General is hereby authorized to take all such measures as may be necessary or expedient to administer the powers hereby conferred.

SECRETARY OF STATE.

XXV. I hereby vest in the Secretary of State the executive administration of the provisions of subsection (b) of section 3 of the trading with the enemy act relative to any person transporting or attempting to transport any subject or citizen of an enemy or ally of enemy nation, and relative to transporting or attempting to transport by any owner, master, or other person in charge of a vessel of American registry, from any place to any other place, such subject or citizen of an enemy or enemy ally.

XXVI. And I hereby authorize and empower the Secretary of State to issue licenses for such transportation of enemies and enemy allies or to withhold or refuse the same.

XXVII. And said Secretary of State is hereby authorized and empowered to take all such measures as may be necessary or expedient to administer the powers hereby conferred and to grant, refuse, withhold, or revoke licenses thereunder.

SECRETARY OF COMMERCE.

XXVIII. I hereby vest in the Secretary of Commerce the power to review the refusal of any collector of customs, under the provisions of sections 13 and 14 of the trading with the enemy act, to clear any vessel, domestic or foreign, for which clearance is required by law.

ALIEN PROPERTY CUSTODIAN.

XXIX. I hereby vest in an Alien Property Custodian, to be hereafter appointed, the executive administration of all the provisions of section 7 (a), section 7 (c), and section 7 (d) of the trading with the enemy act, including all power and authority to require lists and reports, and to extend the time for filing the same, conferred upon the President by the provisions of said section 7 (a), and including the power and authority conferred upon the President by the provisions of said section 7 (c), to require the conveyance, transfer, assignment, delivery, or payment to himself, at such time and in such manner as he shall prescribe, of any money or other properties owing to or belonging to or held for, by, or on account of, or on behalf of, or for the benefit of any enemy or ally of an enemy, not holding a license granted under the provisions of the trading with the enemy act, which, after investigation, said Alien Property Custodian shall determine is so owing, or so belongs, or is so held.

XXX. Any person who desires to make conveyance, transfer, payment, assignment, or delivery, under the provisions of section 7 (d) of the trading with the enemy act, to the Alien Property Custodian of any money or other property owing to or held for, by, or on account of, or on behalf of, or for the benefit of an enemy or ally of enemy, not holding a license granted as provided in the trading with the enemy act, or to whom any obligation or form of liability to such enemy or ally of enemy is presented for payment, shall file application with the Alien Property Custodian for consent and permit to so convey, transfer, assign, deliver, or pay such money or other property to him, and said Alien Property Custodian is hereby authorized to exercise the power and authority conferred upon the President by the provisions of said section 7 (d) to consent and to issue permit upon such terms and conditions as are not inconsistent with law, or to withhold or refuse the same.

XXXI. I further vest in the Alien Property Custodian the executive administration of all the provisions of section 8 (a), section 8 (b), and section 9 of the trading with the enemy act, so far as said sections relate to the powers and duties of said Alien Property Custodian.

XXXII. I vest in the Attorney General all power and authority conferred upon the President by the provisions of section 9 of the trading with the enemy act.

XXXIII. The Alien Property Custodian, to be hereafter appointed, is hereby authorized to take all such measures as may be necessary or expedient, and not inconsistent with law, to administer the powers hereby conferred; and he shall further have the power and authority to make such rules and regulations not inconsistent with law as may be necessary and proper to carry out the provisions of said section 7 (a), section 7 (c), section 7 (d), section 8 (a), and section 8 (b), conferred upon the President by the provisions thereof and

by the provisions of section 5 (a), said rules and regulations to be duly approved by the Attorney General.

XXXIV. The Alien Property Custodian, to be hereafter appointed, shall, "under the supervision and direction of the President, and under such rules and regulations as the President shall prescribe," have administration of all moneys (including checks and drafts payable on demand) and of all property, other than money, which shall come into his possession in pursuance of the provisions of the trading with the enemy act, in accordance with the provisions of section 6, section 10, and section 12 thereof.

WOODROW WILSON.

THE WHITE HOUSE,
12 October, 1917.

Section VIII(a).

[CERTAIN FURTHER EXPORTS UNLAWFUL IN TIME OF WAR.]

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA, A PROCLAMATION.

Whereas Congress has enacted, and the President has on the fifteenth day of June, 1917, approved a law which contains the following provisions:

"Whenever during the present war the President shall find that the public safety shall so require, and shall make proclamation thereof, it shall be unlawful to export from or ship from or take out of the United States to any country named in such proclamation any article or articles mentioned in such proclamation, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however*, That no preference shall be given to the ports of one State over those of another."

Now, therefore, I, Woodrow Wilson, President of the United States of America, do hereby proclaim to all whom it may concern, that the public safety requires that the following articles (in addition to the articles controlled by the second division of the proclamation of August 27, 1917), namely: Iron and steel wire rope, cable and strands consisting of six or more wires; stud link chain cable; micrometers and calipers; lathe chucks; antimony, antimony ore, asbestos, balata, mica, mica splittings, strontium ores, titanium, wolframite and iridium; arsenic and its compounds, opium, caustic soda, soda ash, methyl-ethyl ketone and wood alcohol; acetic acid, glacial acetic acid, acetate of cellulose and all acetates; animal oils and vegetable oils; beans, eggs, peanut meal, flaxseed, soya bean meal, soya bean oil, starch, canned peas, canned tomatoes, canned corn, dried prunes, dried apricots, dried apples, dried raisins and dried peaches; quebracho and chestnut extracts; vegetable fiber bags and bagging, except cotton bags and bagging; rubber, sponges, gutta-joolatong, gutta-percha, gutta-siak, shellac, seedlac and cinchona bark; hospital gauze and surgical instruments; yellow pine wood measuring 1 by 1 by 25 feet and larger sizes; and poster paper: shall not, on and after the first day of December in the year one thousand nine hundred and seventeen, be exported from or shipped from or taken out of the United States or its territorial possessions to Abyssinia, Afghanistan, Argentina, Belgium, her colonies, possessions or protectorates, Bolivia, Brazil, China, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Egypt, France, her colonies, possessions or protectorates, Great Britain, her colonies, possessions or protectorates, Guatemala, Haiti, Honduras, Italy, her colonies, possessions or protectorates, Japan, Liberia, Mexico, Monaco, Montenegro, Morocco, Nepal, Nicaragua, the colonies, possessions or protectorates of the Netherlands, Oman, Panama, Paraguay, Persia, Peru, Portugal, her colonies, possessions or protectorates, Roumania, Russia, Salvador, San Marino, Serbia, Siam, Uruguay or Venezuela, or to any territory occupied by the military forces of the United States or the nations associated with the United States in the war, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress.

The regulations, orders, limitations and exceptions prescribed will be administered by and under the authority of the War Trade Board, from whom licenses in conformity with said regulations, orders, limitations and exceptions, will issue. Said proclamation of August 27, 1917, is hereby confirmed

and continued, and all rules and regulations heretofore made in connection therewith or in pursuance thereof, including the Executive order of October 12, 1917, are likewise hereby confirmed and continued and made applicable to this proclamation.

In witness whereof, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

Done in the District of Columbia, this 28th day of November in the year of our Lord one thousand nine hundred and seventeen and of the independence of the United States of America the one hundred and forty-second.

[SEAL.]

WOODROW WILSON.

By the President:

ROBERT LANSING,

Secretary of State.

[No. 1410.]

Section VIII(b).

[CERTAIN IMPORTS PROHIBITED EXCEPT UNDER LICENSE.]

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA, A PROCLAMATION.

Whereas Congress has enacted, and the President has on the sixth day of October, 1917, approved, a law which contains the following provisions:

"Whenever during the present war the President shall find that the public safety so requires and shall make proclamation thereof it shall be unlawful to import into the United States from any country named in such proclamation any article or articles mentioned in such proclamation except at such time or times, and under such regulations or orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another."

Now, therefore, I, Woodrow Wilson, President of the United States of America, do hereby proclaim to all whom it may concern that the public safety requires that the following articles, namely: Antimony, antimony ore, or any chemical extracted therefrom; asbestos; beans of all kinds; balata; burlap; castor seed, castor oil; cotton; chrome, chrome ore, or any ferro-alloy or chemical extracted therefrom; coconut oil; cobalt, cobalt ore, or any ferro-alloy or chemical extracted therefrom; copra; industrial diamonds; all ferro-alloys; flax; gutta-joolatong; gutta-percha; gutta-siak; hemp; hides and skins; jute; iridium; leather; manganese, manganese ore, or any ferro-alloy or chemical extracted therefrom; mica, molybdenum, molybdenum ore, or any ferro-alloy or chemical extracted therefrom; naxos emery and naxos emery ore; nickel, nickel ore, matte, or any ferro-alloy or chemical extracted therefrom; sodium, potassium, or calcium nitrates; optical glass; palm oil; platinum; plumbago; pyrites; rice; rubber, raw, reclaimed, waste or scrap; scheelite; shellac; sisal; soya bean oil; spiegeleisen; sugars; tanning materials; tin in bars, blocks, pigs, or grain or granulated; tin ore and tin concentrates, or any chemical extracted therefrom; titanium, titanium ore, or any ferro-alloy or chemical extracted therefrom; tobacco; tungsten, tungsten ore, or any ferro-alloy or chemical extracted therefrom; vanadium, vanadium ore, or any ferro-alloy or chemical extracted therefrom; wheat and wheat flour; wolframite; or wool, shall not, from and after the date of this proclamation, be imported into the United States or its territorial possessions from Abyssinia, Afghanistan, Albania, Argentina, Austria-Hungary, Belgium, her colonies, possessions and protectorates, Bolivia, Brazil, Bulgaria, China, Chile, Colombia, Costa Rica, Cuba, Denmark, her colonies, possessions and protectorates, Dominican Republic, Ecuador, Egypt, France, her colonies, possessions and protectorates, Germany, her colonies, possessions and protectorates, Great Britain, her colonies, possessions and protectorates, Greece, Guatemala, Haiti, Honduras, Italy, her colonies, possessions and protectorates, Japan, Liechtenstein, Liberia, Luxembourg, Mexico, Monaco, Montenegro, Morocco, Nepal, the Netherlands, her colonies, possessions and protectorates, Nicaragua, Norway, Oman, Panama, Paraguay, Persia, Peru, Portugal, her colonies, possessions and protectorates, Roumania, Russia, Salvador, San Marino, Serbia, Siam, Spain, her colonies, possessions and protectorates,

Sweden, Switzerland, Turkey, Uruguay, or Venezuela, except under license granted by the War Trade Board in accordance with regulations or orders and subject to such limitations and exceptions as have heretofore been made or shall hereafter be prescribed in pursuance of the powers conferred by said act of October 6, 1917, and the Executive order of October 12, 1917.

In witness whereof, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

Done in the District of Columbia, this the 28th day of November in the year of our Lord one thousand nine hundred and seventeen and of the independence of the United States of America the one hundred and forty-second.

[SEAL.]

WOODROW WILSON.

By the President:

ROBERT LANSING,

Secretary of State.

[No. 1411.]

Section IX(a).

[EXPORTS IN TIME OF WAR.]

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA, A PROCLAMATION.

Whereas Congress has enacted, and the President has on the fifteenth day of June, 1917, approved a law which contains the following provisions:

"Whenever during the present war the President shall find that the public safety shall so require, and shall make proclamation thereof, it shall be unlawful to export from or ship from or take out of the United States to any country named in such proclamation any article or articles mentioned in such proclamation, except at such time or times, and under such regulations and orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another."

And whereas the President has heretofore by proclamations dated July 9, 1917, August 27, 1917, September 7, 1917, and November 28, 1917, declared certain exports in time of war unlawful, and the President now finds that the public safety requires that such proclamations be amended and supplemented in respect to the articles and countries hereinafter mentioned:

Now therefore I, Woodrow Wilson, President of the United States of America, do hereby proclaim to all whom it may concern, that the public safety requires that the following articles, namely: All kinds of arms, guns, ammunition and explosives, machines for their manufacture or repair, component parts thereof, materials or ingredients used in their manufacture, and all articles necessary or convenient for their use; all contrivances for or means of transportation on land or in the water or air, machines used in their manufacture or repair, component parts thereof, materials or ingredients used in their manufacture, and all instruments, articles, and animals necessary or convenient for their use; all means of communication, tools, implements, instruments, equipment, maps, pictures, papers, and other articles, machines, and documents necessary or convenient for carrying on hostile operations; all kinds of fuel, food, foodstuffs, feed, forage, and clothing, and all articles and materials used in their manufacture; all chemicals, drugs, dyestuffs, and tanning materials; cotton, wool, silk, flax, hemp, jute, sisal, and other fibers and manufactures thereof; all earthen, clay, glass, sand, stone, and their products; animals of every kind, their products and derivatives; hides, skins, and manufactures thereof; all nonedible animal and vegetable products; all machinery, tools, dies, plates, and apparatus and materials necessary or convenient for their manufacture; medical, surgical, laboratory, and sanitary supplies and equipment; all metals, minerals, mineral oils, ores, and all derivatives and manufactures thereof; paper pulp, books, and all printed matter and materials necessary or convenient for their manufacture; rubber, gums, rosins, tars, and waxes, their products, derivatives and substitutes, and all articles containing them; wood and wood manufactures; coffee, cocoa, tea, and spices; wines, spirits, mineral waters, and beverages; and all other articles of any kind whatsoever shall not, on and after the sixteenth day of February in the year one thousand nine hundred and eighteen, be exported

from, or shipped from, or taken out of the United States or its territorial possessions to Abyssinia, Afghanistan, Albania, Argentina, Austria-Hungary, Belgium, her colonies, possessions, and protectorates, Bolivia, Brazil, Bulgaria, China, Chile, Colombia, Costa Rica, Cuba, Denmark, her colonies, possessions, and protectorates, Dominican Republic, Ecuador, Egypt, France, her colonies, possessions, and protectorates, Germany, her colonies, possessions, and protectorates, Great Britain, her colonies, possessions, and protectorates, Greece, Guatemala, Haiti, Honduras, Italy, her colonies, possessions, and protectorates, Japan, Liechtenstein, Liberia, Luxembourg, Mexico, Monaco, Montenegro, Morocco, Nepal, the Netherlands, her colonies, possessions, and protectorates, Nicaragua, Norway, Oman, Panama, Paraguay, Persia, Peru, Portugal, her colonies, possessions, and protectorates, Roumania, Russia, Salvador, San Marino, Serbia, Siam, Spain, her colonies, possessions, and protectorates, Sweden, Switzerland, Turkey, Uruguay, or Venezuela, except under license granted in accordance with regulations or orders, and subject to such limitations and exceptions as have heretofore been, or shall hereafter be prescribed in pursuance of the powers conferred by said act of June 15, 1917. The said proclamations of July 9, 1917, August 27, 1917, September 7, 1917, and November 28, 1917, and paragraph II of the Executive order of October 12, 1917, are hereby confirmed and continued, and all rules and regulations heretofore made in connection therewith or in pursuance thereof are likewise hereby confirmed and continued and made applicable to this proclamation.

In witness whereof, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

Done in the District of Columbia, this 14th day of February, in the year of our Lord one thousand nine hundred and eighteen and of the independence of the United States of America the one hundred and forty-second.

[SEAL.]

WOODROW WILSON.

By the President:

ROBERT LANSING.

Secretary of State.

[No. 1428.]

Section IX(b).

[IMPORTS IN TIME OF WAR.]

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA, A PROCLAMATION.

Whereas Congress has enacted, and the President has on the sixth day of October, 1917, approved, a law which contains the following provisions:

"Whenever during the present war the President shall find that the public safety so requires and shall make proclamation thereof it shall be unlawful to import into the United States from any country named in such proclamation any article or articles mentioned in such proclamation except at such time or times, and under such regulations or orders, and subject to such limitations and exceptions as the President shall prescribe, until otherwise ordered by the President or by Congress: *Provided, however,* That no preference shall be given to the ports of one State over those of another."

And whereas the President has heretofore by proclamation dated November 28, 1917, declared certain imports in time of war unlawful, and the President now finds that the public safety requires that such proclamation be amended and supplemented in respect to the articles and countries hereinafter mentioned;

Now therefore I, Woodrow Wilson, President of the United States of America, do hereby proclaim to all whom it may concern that the public safety requires that the following articles, namely: All kinds of arms, guns, ammunition and explosives, machines for their manufacture or repair, component parts thereof, materials or ingredients used in their manufacture, and all articles necessary or convenient for their use; all contrivances for or means of transportation on land or in the water or air, machines used in their manufacture or repair, component parts thereof, materials or ingredients used in their manufacture, and all instruments, articles and animals necessary or con-

venient for their use; all means of communication, tools, implements, instruments, equipment, maps, pictures, papers and other articles, machines and documents necessary or convenient for carrying on hostile operations; all kinds of fuel, food, foodstuffs, feed, forage and clothing, and all articles and materials used in their manufacture; all chemicals, drugs, dyestuffs and tanning materials; cotton, wool, silk, flax, hemp, jute, sisal and other fibers and manufactures thereof; all earths, clay, glass, sand, stone, and their products; animals of every kind, their products and derivatives; hides, skins and manufactures thereof; all nonedible animal and vegetable products; all machinery, tools, dies, plates, and apparatus, and materials necessary or convenient for their manufacture; medical, surgical, laboratory and sanitary supplies and equipment; all metals, minerals, mineral oils, ores, and all derivatives and manufactures thereof; paper pulp, books and all printed matter, and materials necessary and convenient for their manufacture; rubber, gums, rosins, tars and waxes, their products, derivatives and substitutes, and all articles containing them; wood and wood manufactures; coffee, cocoa, tea, and spices; wines, spirits, mineral waters, and beverages; and all other articles of any kind whatsoever, shall not, on and after the sixteenth day of February, in the year one thousand nine hundred and eighteen, be imported into the United States or its territorial possessions from Abyssinia, Afghanistan, Albania, Argentina, Austria-Hungary, Belgium, her colonies, possessions, and protectorates, Bolivia, Brazil, Bulgaria, China, Chile, Colombia, Costa Rica, Cuba, Denmark, her colonies, possessions, and protectorates, Dominican Republic, Ecuador, Egypt, France, her colonies, possessions, and protectorates, Germany, her colonies, possessions, and protectorates, Great Britain, her colonies, possessions, and protectorates, Greece, Guatemala, Haiti, Honduras, Italy, her colonies, possessions, and protectorates, Japan, Liechtenstein, Liberia, Luxembourg, Mexico, Monaco, Montenegro, Morocco, Nepal, the Netherlands, her colonies, possessions, and protectorates, Nicaragua, Norway, Oman, Panama, Paraguay, Persia, Peru, Portugal, her colonies, possessions, and protectorates, Roumania, Russia, Salvador, San Marino, Serbia, Siam, Spain, her colonies, possessions, and protectorates, Sweden, Switzerland, Turkey, Uruguay, or Venezuela, except under license granted in accordance with regulations or orders and subject to such limitations and exceptions as have heretofore been, or shall hereafter be prescribed in pursuance of the powers conferred by said act of October 6, 1917. The said proclamation of November 28, 1917, and paragraph III of the Executive order of October 12, 1917, are hereby confirmed and continued and all rules and regulations heretofore made in connection therewith or in pursuance thereof are likewise hereby confirmed and continued and made applicable to this proclamation.

In witness whereof, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

Done in the District of Columbia, this 14th day of February in the year of our Lord one thousand nine hundred and eighteen and of the independence of the United States of America the one hundred and forty-second.

[SEAL.]

WOODROW WILSON.

By the President:

ROBERT LANSING.

Secretary of State.

[No. 1429.]

Section X.

EXECUTIVE ORDER.

I, Woodrow Wilson, President of the United States, under the authority conferred by "An act authorizing the President to coordinate or consolidate executive bureaus, agencies, and offices, and for other purposes in the interest of economy and the more efficient concentration of the Government," approved May 20, 1918, do hereby order and direct:

1. That, whenever in his judgment it becomes expedient, the chairman or the vice chairman of the War Trade Board, at his discretion, shall relinquish and transfer to the Department of State by definitive command all or any integral

part of the duties, powers, and functions of the War Trade Board and its records and public property pertaining to its offices, agents, employees, and representatives outside of the continental limits of the United States, including the members and personnel appertaining to the duties, powers, and functions above mentioned and also the members and personnel of the Peace Commission now at Paris, accredited by the War Trade Board.

2. All the salaries and expenses of such administration and all outstanding liabilities of the War Trade Board arising out of matters and things so relinquished and transferred shall be paid by the Department of State out of any available funds; and approval is hereby given to any such transfers of administration and consequent assumption of liabilities as may heretofore have taken place by the mutual consent of the War Trade Board and the Department of State.

WOODROW WILSON.

THE WHITE HOUSE,
3 March, 1919.

[No. 3059.]

Section XI.

EXECUTIVE ORDER.

I, Woodrow Wilson, President of the United States, under the authority conferred by an act authorizing the President to coordinate or consolidate executive bureaus, agencies, and offices, and for other purposes in the interest of economy and the more efficient concentration of the Government, approved May 20, 1918, do hereby order and direct, that whenever, in his judgment, it becomes expedient, the chairman or the vice chairman of the War Trade Board, at his discretion, shall relinquish and transfer to the Department of State by degrees¹ all or any integral part of the personnel, duties, powers, and functions of the War Trade Board and its records and public property in the District of Columbia and elsewhere in the United States.

WOODROW WILSON.

PARIS, FRANCE, 12 May, 1919.

Section XII.

ORDER TRANSFERRING PERSONNEL AND PROPERTY OF WAR TRADE BOARD TO DEPARTMENT OF STATE.

Pursuant to the authority conferred by the Executive orders signed by the President of the United States on March 3, 1919, and May 12, 1919, respectively, copies whereof are hereto attached, I, Clarence M. Woolley, vice chairman of the War Trade Board, do hereby direct that at midnight on June 30, 1919, all and every the personnel, duties, powers, functions, records, and public property of the War Trade Board (excluding the War Trade Board building in Washington, D. C.), whether within or outside the United States, shall be transferred to the Department of State; provided, however, that L. G. Asbury, the present disbursing officer of the War Trade Board, shall continue to act as such disbursing officer for the purpose of making disbursements from any allotments or appropriations heretofore granted or made to the War Trade Board, to discharge obligations incurred by the War Trade Board which are properly payable from such allotments or appropriations, such disbursements to be made upon the approval of Douglas Byers Thompson, the present auditor of the War Trade Board.

CLARENCE M. WOOLLEY,
Vice Chairman of War Trade Board.

Dated WASHINGTON, D. C., June 30, 1919.

¹ Amended to change "degrees" to "definite command."

EXHIBIT II.

HISTORY OF ITEMS RESTRICTED BY RULINGS PUBLISHED BY THE BUREAU
OF IMPORTS OF THE WAR TRADE BOARD, FROM NOVEMBER 13, 1917, TO
JUNE 30, 1919.

SECTION I. Articles upon which import restrictions were placed prior to April 15, 1918.

SECTION II. List No. 1 of restricted imports. Effective April 15, 1918.

SECTION III. List No. 2 of restricted imports. Effective May 14, 1918.

SECTION IV. "Supplementary" list. Additional articles restricted from time to time after May 14, 1918.

Allocation and other control are not indicated.

Controlled articles not included unless restricted by import rulings.

Indirect rulings are not included.

The date used is the effective date.

Section I.

ARTICLES UPON WHICH IMPORT RESTRICTIONS WERE PLACED PRIOR TO APRIL 15,
1918.

Buttons:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918

Corn:

Importation prohibited	Mar. 5, 1918
Ruling of Mar. 5, 1918, revoked	Mar. 23, 1918
(For further import rulings, see item 8, list 1, All bread-stuffs except wheat and wheat flour.)	

Dairy products:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918
(For further import rulings, see item 113, list 2, Dairy products.)	

Fish, except from Europe:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918
(For further import rulings, see item 106, list 2, Fish, fresh, cured, or preserved.)	

Hides from Mexico:

Licenses must bear proviso that shipment is entered for consumption at port of arrival	Jan. 29, 1918
Amended to require port to be named in license	Feb. 14, 1918
Amended to cover hides from Mexico when brought across the border	Feb. 18, 1918
(For further import rulings on hides, see supplementary list, Hides, skins, leather, tanned skins, and manufactures of leather.)	

Logwood:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, to be discontinued June 1, 1918	Apr. 24, 1918
(For further import rulings, see supplementary list, Dye-woods and vegetable dye extracts, etc.)	

Meat and meat products, except fresh meats:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918
(For further import rulings, see item 117, list 2, Meat products and preserved meats.)	

Orchids: Importation prohibited

	Feb. 16, 1918
(For further import rulings, see item 61, list 1, Plants, trees, shrubs, vines, etc.)	

Paper stock, crude, except wood pulp:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918
(For further import rulings, see item 142, list 2, Paper stock, crude, etc.)	

Pyrites: Importation prohibited from Norway

	Feb. 18, 1918
(For further import rulings, see item 64, list 1, Pyrites.)	

Quebracho wood:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918
Licenses withheld until further notice	Apr. 24, 1918
The foregoing ruling revoked	May 17, 1918
(For further import rulings, see item 146, list 2, Quebracho wood.)	

Raisins: Importation prohibited from Spain

	Mar. 3, 1918
(For further import rulings, see item 34, list 1, All fruits except pineapples and bananas.)	

Shells and manufactures of:

Importation prohibited except by rail or lake from Canada and Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918

Starch:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918
(For further import rulings, see item 120, list 2, Starch.)	

Tea waste:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918
(For further import rulings, see item 144, list 2, Tea waste, siftings, or sweepings.)	

Tobacco leaf, except from Cuba:

Importation prohibited except by rail or lake from Canada or Mexico	Apr. 2, 1918
Ruling of Apr. 2, 1918, discontinued	Apr. 24, 1918
(For further import rulings, see item 105, list 2, Tobacco leaf.)	

Wolfram:

Importation prohibited from Portugal	Jan. 28, 1918
Restrictions removed	Jan. 30, 1919

Wool:

Importation from Iceland prohibited	Feb. 12, 1918
Restricted articles permitted to come from Iceland on S. S. <i>Gulfoss</i>	Feb. 25, 1918
Importation of all commodities from Iceland prohibited	Apr. 25, 1918
Importation of wool permitted from Iceland on S. S. <i>Lagarfoss</i> on present return voyage. Ruling of Feb. 25, 1918, rescinded	June 13, 1918

Section II.

LIST NO. 1 OF RESTRICTED IMPORTS, EFFECTIVE APRIL 15, 1918.

Application for license to import articles appearing on the list will not be granted except under the following circumstances:

- (1) When the articles mentioned are actually shipped from abroad prior to April 15, 1918;
- (2) When coming by rail from Mexico and Canada when the goods in question originated in those countries or in others from which such goods are being licensed for import;
- (3) When coming as a return cargo from European points¹ and then only:
 - (a) When coming from a convenient port,
 - (b) When loaded without delay, and
 - (c) When the importation from Europe is not specifically prohibited in said list.

1. Agricultural implements: Restrictions removed.....	Dec. 24, 1918
2. Animals, live, except for breeding purposes:	
Monkeys: Importation permitted when certified to be used by hospitals or other scientific institutions.....	Apr. 22, 1918
Live goats from Guadalupe Islands: Importation of 20,000 permitted to San Diego, Calif.....	Aug. 10, 1918
All live animals: Restrictions removed.....	Dec. 19, 1918
3. Art works: Restrictions removed.....	Dec. 24, 1918
4. Asbestos: Restrictions removed.....	Dec. 13, 1918
5. Beads and ornaments: Restrictions removed.....	Dec. 24, 1918
6. Blacking, and all preparations for cleaning and polishing shoes: Restrictions removed.....	Dec. 19, 1918
7. Bone and horn, manufactures of: Restrictions removed.....	Dec. 24, 1918
8. All breadstuffs except wheat and wheat flour, including imports from Europe:	
Bran and shorts from Lower California: Tarr & McComb, Los Angeles, permitted to import bran and shorts on motorship <i>Gryme</i>	May 17, 1918
Restrictions removed.....	Feb. 13, 1919
Corn (maize): ²	
From River Plate district (Argentina and Uruguay):	
Importation permitted under certain conditions.....	Sept. 28, 1919
Restrictions on corn removed.....	Jan. 10, 1919
Rice (raw): Originally included in item 8, list No. 1, All breadstuffs, but removed Apr. 12, 1918, before list No. 1 became effective. See supplementary list.	
Tapioca and sago:	
Tapioca flour: Pennsylvania Trojan Powder Co. permitted to import 2,300 tons.....	May 16, 1918
Restrictions removed.....	Dec. 20, 1918
Vermicelli:	
Importation permitted from China.....	Dec. 23, 1918
Restrictions removed.....	Feb. 13, 1919
All breadstuffs except rice, wheat, and wheat flour: All remaining restrictions removed.....	Feb. 13, 1919
9. Broom corn: Restrictions removed.....	Dec. 19, 1918
10. Candlepitch, palm, and other vegetable stearin: Restrictions removed.....	May 25, 1918
11. Cars, carriages, and other vehicles: Restrictions removed.....	Dec. 19, 1918
12. All acids: Restrictions removed.....	Dec. 24, 1918
13. Muriate of ammonia: Restrictions removed.....	Dec. 24, 1918
14. All coal-tar distillates except synthetic indigo:	
Dyes from Sweden: Importation prohibited.....	Apr. 25, 1918
Creosote oil from Japan: Importation of 2,000,000 gallons permitted during remainder of calendar year.....	Aug. 10, 1918
All articles under item 14: Restrictions removed.....	Jan. 6, 1919
15. Fusel oil or amylic alcohol: Restrictions removed.....	Dec. 24, 1918

¹ Amended June 28, 1918, to include Mediterranean Africa.

² For import rulings prior to Apr. 15, 1918, see Corn, under Section I.

16. Citrate of lime:	
Lime juice, citrate of lime, etc., from West Indies: Importation of 500 tons in all of lime juice, citrate of lime, and other fruit concentrates made from limes permitted from West Indies during calendar year 1918	June 5, 1918
Citrate of lime: Restrictions removed	Dec. 24, 1918
17. All salts of soda except nitrate of soda and cyanide of soda: Restrictions removed	Dec. 24, 1918
18. Sumac, ground or unground: Restrictions removed	Dec. 23, 1918
19. Chicory root, raw or roasted: Restrictions removed	Dec. 24, 1918
20. Clocks and watches and parts thereof:	
Watch crystals removed from item 20	Apr. 12, 1918
All articles under item 20: Restrictions removed	Dec. 24, 1918
21. Cocoa and chocolate, prepared or manufactured: Restrictions removed	Dec. 24, 1918
22. Cotton, manufactures of:	
Laces and lace articles from China: Importation permitted	Dec. 9, 1918
All articles under item 22: Restrictions removed	Jan. 1, 1919
23. Cryolite, except not to exceed 2,000 long tons for the year 1918: Pennsylvania Salt Manufacturing Co. permitted to import the total amount authorized under list 1; further licenses for remainder of calendar year prohibited	Apr. 24, 1918
Restrictions removed	Dec. 24, 1918
24. Dials: Restrictions removed	Dec. 24, 1918
25. Dice, draughts, chessmen, billiard balls, poker chips: Restrictions removed	Dec. 24, 1918
26. Eggs of poultry: Restrictions removed	Jan. 6, 1919
27. Electric lamps: Restrictions removed	Dec. 24, 1918
28. Explosives, except fulminates and gunpowder: Restrictions removed	Jan. 6, 1919
29. Feathers, natural and artificial: Restrictions removed	Feb. 25, 1919
30. Manure salts: Restrictions removed	Dec. 24, 1918
31. Manufactures of vegetable fibers and textile grasses, except cotton (item 22) and jute:	
Flax duck canvas from Orient: Importation of 80 tons permitted	Aug. 15, 1918
From China, Japan, and British East Indies: Importation of articles under item 31 permitted	Dec. 19, 1918
Restrictions removed	Jan. 11, 1919
32. Fish hooks, rods and reels, artificial bait: Restrictions removed	Dec. 24, 1918
33. Fluorspar: Restrictions removed	Dec. 24, 1918
34. All fruits except pineapples and bananas: ¹	
Fresh fruits from Cuba: A general license permits importation by rail	Apr. 15, 1918
Fruit from Cuba: Importation permitted from east coast of Cuba on following vessels provided they carry sugar in the amounts indicated: S. S. <i>Morro Castle</i> , 12,000 bags; S. S. <i>Mexico</i> , 24,000 bags; S. S. <i>Olinda</i> , 17,000 bags	May 1, 1918
Fruit from Cuba: Importation of fresh fruits permitted on S. S. <i>Miami</i> and S. S. <i>Mascotte</i>	May 1, 1918
Lime juice, etc., from West Indies: Importation for calendar year restricted to 500 tons in all of lime juice, citrate of lime (item 16), and other fruit concentrates made from limes	June 5, 1918
Commodities from Cuba: Importation permitted of any commodity originating in Cuba when shipment is made by the car ferries <i>Joseph R. Parrott</i> and <i>Henry M. Flagler</i>	July 25, 1918
Citrus fruits and products thereof from West Indies and Central America: Importation permitted	Aug. 15, 1918

¹ For import rulings prior to Apr. 15, 1918, see Raisins, under Section I.

Fruits and products of fruits, fresh, canned, or preserved, from Bahamas to east Florida ports: Importations permitted on schooners or motor boats of 500 tons register owned and operated by residents of Bahamas	Sept. 11, 1918
Fruits from Guatemala: Importation permitted	Dec. 13, 1918
Limes, lime juice, etc.: Limes, lime juice, lime concentrates, and other lime products (except citrate of lime, item 16) removed from item 34 of restricted list	Dec. 20, 1918
Prepared fruits from China: Importation permitted	Dec. 23, 1918
Olives from China: Importation permitted	Dec. 23, 1918
All fruits except pineapples and bananas: Restrictions removed	Dec. 24, 1918
35. All nuts except coconuts and products thereof:	
Cahuni nuts from Mexico or Central America: Ocean shipment permitted	Apr. 15, 1918
Brazil nuts: Importation of 2,000 tons permitted to four firms	May 13, 1918
Palm oil kernels from Belgian Congo: Importation permitted on sailing vessel <i>Rostellan</i>	Sept. 10, 1918
Palm kernels from Liberia: Importation permitted on sailing vessel <i>Rizvard</i>	Sept. 10, 1918
Palm kernels from Belgian Congo: Importation permitted on <i>Bonnerciene</i>	Nov. 1, 1918
Palm kernels from Belgian Congo:	
Importation of 2,000 tons copal and palm kernels permitted on S. S. <i>Bassam</i> or S. S. <i>Atlantan</i> before Jan. 1, 1919	Nov. 28, 1918
Revoked; importation of 2,000 tons copal and palm kernels permitted on S. S. <i>Nembe</i>	Dec. 9, 1918
Brazil nuts and shelled walnuts: Removed from item 35 of restricted list	Dec. 16, 1918
Water chestnuts and almonds: Importation permitted from China	Dec. 23, 1918
Walnuts and filberts: Removed from item 35 of restricted list	Dec. 27, 1918
All nuts except coconuts and products thereof: All remaining restrictions except those on peanuts removed	Jan. 13, 1919
Peanuts: Restrictions removed	Mar. 11, 1919
36. Gelatine and manufactures thereof, including all from Europe: Restrictions removed	Dec. 24, 1918
37. Gold and silver manufactures, including jewelry: Restrictions removed	Dec. 24, 1918
38. Sulphur oil or olive foots: Restrictions removed	Dec. 24, 1918
39. Grease: Restrictions removed	Dec. 24, 1918
40. Hay: Restrictions removed	Dec. 24, 1918
41. Honey:	
From Mexico and West Indies: Importation permitted by ocean transportation if shipments reach the United States before Jan. 1, 1919	Nov. 15, 1918
Restrictions on honey removed	Dec. 16, 1918
42. Hops: Restrictions removed	Dec. 24, 1918
43. Infusorial and diatomaceous earth and tripoli: *Restrictions removed	Dec. 24, 1918
44. Mantles for gas burners: Restrictions removed	Dec. 24, 1918
45. Matches, friction and lucifer. Restrictions removed	Jan. 6, 1919
46. Fresh meats:	
Frozen wild ducks from Mexico: Removed from item 46 of restricted list	Dec. 20, 1918
Restrictions removed	Jan. 6, 1919
47. Meerschaum, crude and manufactured: Restrictions removed	Dec. 24, 1918
48. Musical instruments and parts thereof: Restrictions removed	Dec. 24, 1918
49. Nickel:	
Nickel matte from Australasia: Importation of 15 per cent D. W. capacity permitted as ballast in sailing vessels carrying wool	Oct. 22, 1918
15 per cent changed to 25 per cent	Dec. 19, 1918
Restrictions removed	Dec. 24, 1918

50. Oil cake:	
From Russia: Importation permitted under certain conditions	Dec. 13, 1918
Restrictions removed	Dec. 19, 1918
51. Oilcloth and linoleum for floors:	
Importation prohibited after July 3, 1918.	
Restrictions removed	Dec. 19, 1918
52. All expressed vegetable oils (prohibited from Europe only):	
Olive oil from north coast of Africa: Importation prohibited	May 23, 1918
Palm oil: Removed from item 52 of restricted imports	June 14, 1918
All expressed vegetable oils: Restrictions removed	Dec. 24, 1918
53. Lemon oil; Restrictions removed	Dec. 24, 1918
54. Nonmineral paints and varnishes: Restrictions removed	Dec. 24, 1918
55. Pencils and pencil leads: Restrictions removed	Dec. 24, 1918
56. Penholders and pens: Restrictions removed	Dec. 24, 1918
57. Perfumery, cosmetics, and toilet preparations: Restrictions removed	Dec. 24, 1918
58. Phonographs, gramophones, graphophones, and parts thereof:	
Old disks for phonographs: Removed from item 58	Dec. 23, 1918
Phonographs, graphophones, gramophones, and parts thereof: Restrictions removed	Dec. 24, 1918
59. Photographic goods:	
Ayers, Bridges & Co. permitted to import two cases moving-picture films	May 14, 1918
Importation of photographic goods permitted from Guatemala	Dec. 13, 1918
Restrictions on photographic goods removed	Dec. 19, 1918
60. Pipes and smokers' articles: Restrictions removed	Dec. 24, 1918
61. Plants, trees, shrubs and vines (interpreted to include all nursery stock): ¹	
Lily bulbs from Bermuda: Importation permitted on S. S. <i>Charybdis</i>	July 12, 1918
Amended to include flower bulbs	Aug. 7, 1918
All articles under item 61: Restrictions removed	Dec. 19, 1918
62. Plates, electrotype, stereotype, and lithographic, engraved: Restrictions removed	Dec. 24, 1918
63. Graphite or plumbago until July 1, 1918, thereafter not exceeding 5,000 long tons for remainder of 1918.	
Importation restricted for remainder of calendar year to shipments overland or by lake from Canada and overland from Mexico	July 3, 1918
Graphite of crucible grade: Overseas importation permitted under certain conditions	Oct. 2, 1918
Restrictions removed	Jan. 16, 1919
64. Pyrites (except not exceeding 125,000 long tons to Oct. 1, 1918): ²	
For remainder of calendar year 56,400 long tons, or remaining part of 125,000 tons above, may be obtained from Spain	Sept. 28, 1918
Restrictions removed	Jan. 16, 1919
65. Rennets: Restrictions removed	Dec. 24, 1918
66. Artificial silks and manufactures thereof: Restrictions removed	Dec. 24, 1918
67. Soap: Restrictions removed	Dec. 24, 1918
68. Malt liquors, including all from Europe: Restrictions removed	Dec. 24, 1918
69. Wines: Restrictions removed	Dec. 24, 1918
70. Other beverages, including all from Europe:	
Mineral water from France, United Kingdom, and Italy: Importations permitted from France when made from convenient ports, loaded without delay	May 24, 1918
Amended to include also United Kingdom and Italy	July 30, 1918
All articles under item 70: Restrictions removed	Dec. 24, 1918

¹ For import rulings prior to Apr. 15, 1918, see Orchids, under Section I.² For import rulings prior to Apr. 15, 1918, see Pyrites, under Section I.

71. Candy and confectionery, including all from Europe: Restrictions removed.....	Dec. 24, 1918
72. Tar and pitch of wood: Restrictions removed.....	Dec. 24, 1918
73. Toys:	
Overseas importation of glass Christmas tree ornaments prohibited	June 21, 1918
Restrictions on toys removed.....	Dec. 24, 1918
74. Umbrellas, parasols, sunshades, and sticks for: Restrictions removed	Dec. 24, 1918
75. Beans and lentils (prohibited from Europe only):	
Dried beans or dried lentils: Ocean shipment prohibited except (a) when destined for Government use or Belgian relief; (b) when intended for consumption within the United States.....	Sept. 28, 1918
Beans and lentils: Importation permitted from Russia under certain conditions.....	Dec. 13, 1918
All articles under item 75: Restrictions removed.....	Dec. 24, 1918
76. Dried peas (prohibited from Europe only):	
Ocean shipment prohibited except (a) when destined for Government use or Belgian relief; (b) when intended for consumption within the United States.....	Sept. 28, 1918
Restrictions removed.....	Dec. 24, 1918
77. All vegetables, except beans and lentils, and peas, either in their natural state or prepared or preserved, including all from Europe:	
Fresh vegetables from Cuba: A general license permits importation by rail.....	Apr. 15, 1918
Fresh vegetables from Bermuda: A general license covers importation when shipped on S. S. <i>Charybdis</i>	Apr. 15, 1918
Fresh vegetables from Bermuda: A general license covers importation when shipped on U. S. colliers <i>Lakeport</i> , <i>Sioux</i> , or <i>Lake Worth</i>	Apr. 30, 1918
Fresh vegetables from Cuba: A general license covers importation when shipped on S. S. <i>Miami</i> or S. S. <i>Mascotte</i>	May 1, 1918
Mushrooms from Europe: Importations permitted from European countries as return cargo when loaded without delay at convenient ports.....	June 6, 1918
Truffles from Europe: Importations permitted from European countries as return cargo when loaded without delay at convenient ports.....	July 16, 1918
Sauces from Europe: Importation of chili sauce, caper in vinegar, Worcestershire sauce, chutney sauce, Prince of Wales salad sauce, and Harvey sauce permitted as backhaul from Europe and Mediterranean Africa.....	July 24, 1918
Commodities from Cuba: Importation permitted of any commodity originating in Cuba when shipment is made by the car ferries <i>Joseph R. Parrott</i> and <i>Henry M. Flagler</i>	July 25, 1918
Vegetables from Cuba: A general license, to be in force until Dec. 31, 1918, permits importation by other than rail transportation	Aug. 8, 1918
Garlic from Italy: Importation permitted until Jan. 1, 1919.....	Aug. 10, 1918
Fresh tomatoes from Bahamas: Until Jan. 1, 1919, importations to New York permitted as deck cargo upon Cuba-New York mail steamers.....	Sept. 3, 1918
Vegetables from Bahamas: Importation of vegetables and products thereof, fresh, canned, or preserved, permitted from Bahamas to east Florida ports on schooners or motor boats of 500 tons or less register owned and operated by residents of the Bahamas.....	Sept. 11, 1918
Foodstuffs from Japan: For next 12 months importation of 13,138 tons permitted for consumption by Japanese citizens residing in the United States. (This ruling appears also under item 106, Fish, fresh, cured, or preserved	Sept. 26, 1918

Vegetables from Mazatlan, Mexico: Ocean shipment permitted ----- Dec. 14, 1918

Vegetables and sauces from China: Importation permitted of thick soy, manufactured thin soy (sauce), prepared vegetables, bean curd, bean sauce, prepared soy beans, salt cabbage, dried lily root, dried vegetables, dried mushrooms. ----- Dec. 23, 1918

All vegetables, either in their natural state, or prepared or preserved: Restrictions removed ----- Dec. 24, 1918

78. Vinegar: Restrictions removed ----- Dec. 24, 1918

79. Whalebone, unmanufactured: Restrictions removed ----- Dec. 24, 1918

80. Wool, manufactures of:

Oriental rugs: Importations permitted if purchased prior to Apr. 15, 1918, and payment made prior to Nov. 27, 1918 ----- Dec. 9, 1918

All articles under item 80: Restrictions removed ----- Jan. 16, 1919

81. Manufactures of hair of camel, goat, and alpaca: Restrictions removed ----- Dec. 24, 1918

82. Zinc: Restrictions removed ----- Dec. 24, 1918

Section III.

LIST NO. 2 OF RESTRICTED IMPORTS, EFFECTIVE MAY 14, 1918.

101. Lime: Importation prohibited except from Canada.

Restrictions removed ----- Jan. 1, 1919

102. Tale and soapstone: Importation prohibited except from Canada.

Importation restricted to shipments overland or by lake from Canada; importation permitted overland from Mexico; importations permitted as return cargo from convenient European ports when loaded without delay ----- June 6, 1918

Restrictions removed ----- Jan. 1, 1919

103. Shellfish (item does not include crab meat from Japan): Importation prohibited except from Canada and Newfoundland.

Shrimps from Port of Mazatlan, Mexico: Importation permitted ----- Dec. 23, 1918

Oysters from China: Importation permitted ----- Dec. 23, 1918

All articles under item 103: Restrictions removed ----- Jan. 1, 1919

104. Molybdenum: Importation prohibited except from Canada and Mexico.

Restrictions removed ----- Jan. 1, 1919

105. Tobacco leaf:¹ Importation prohibited except from Cuba and West Indies.

Tobacco from Greece: Importations permitted as return cargo from convenient European ports when loaded without delay. Must be certified to be of Grecian origin ----- May 18, 1918

Tobacco from island of Cyprus: Importations permitted as return cargo from convenient European or Mediterranean African port ----- Sept. 5, 1918

Restrictions on item 105 removed ----- Jan. 1, 1919

106. Fish, fresh, cured, or preserved:² Importation prohibited except from Canada, Mexico, Newfoundland, and Scandinavia.

Herring from Iceland: Importation permitted on present return voyage of S. S. *Lagarfoss* ----- June 13, 1918

Fish from United Kingdom: Importation permitted of cured and preserved mackerel and herring ----- Aug. 9, 1918

¹ For import rulings prior to May 14, 1918, see Tobacco leaf, under Section I.

² For import rulings prior to May 14, 1918, see Fish, under Section I.

Foodstuffs from Japan: For next 12 months importation of 13,138 tons permitted for consumption by Japanese citizens residing in the United States. (This ruling appears also under item 77, Vegetables)-----		Sept. 26, 1918
Spiced and pickled sprats: Importation permitted from United Kingdom, France, and Italy-----		Dec. 4, 1918
Codfish from Japan: Importation of 2,000 tons permitted on sailing vessels-----		Aug. 22, 1918
Pacific cured codfish: Importation permitted from all countries-----		Dec. 13, 1918
Flatfish from China: Importation permitted-----		Dec. 23, 1918
All articles under item 106: Restrictions removed-----		Jan. 1, 1919
107. Animal oils: Importation prohibited from Europe only. Restrictions removed-----		Jan. 1, 1919
Items 108-121, inclusive: Importation prohibited except for shipments coming overland or by lake from Canada or overland from Mexico.		
108. Aloxite and boro-carbone: Restrictions removed-----		Jan. 1, 1919
109. Borax: Restrictions removed-----		Jan. 1, 1919
110. Cement for building purposes: Restrictions removed-----		Jan. 1, 1919
111. Chloride of lime: Restrictions removed-----		Jan. 1, 1919
112. Cyanide of soda: Restrictions removed-----		Dec. 24, 1918
113. Dairy products: ¹		
Cheese from Cuba: A general license covers importations on S. S. <i>Miami</i> and S. S. <i>Mascotte</i> -----		Aug. 27, 1918
Roquefort cheese from France: Importation permitted when coming as return cargo from convenient ports---		Oct. 28, 1918
Butter from Russia: Importation permitted under certain conditions-----		Dec. 13, 1918
Cheese: Restrictions removed-----		Dec. 24, 1918
All articles under item 113: Restrictions removed-----		Jan. 1, 1919
114. Ferromanganese and spiegeleisen:		
From Great Britain:		
Importation of 12,000 tons permitted, provided shipments be made from convenient ports and loaded without delay-----		May 18, 1918
Importation permitted of ferromanganese contracted for by American consumers prior to Apr. 6, 1917---		Jan. 15, 1919
From all countries: Importation permitted of ferromanganese contracted for by American consumers prior to Apr. 6, 1917-----		Feb. 24, 1919
Restrictions removed-----		Apr. 1, 1919
115. Lead:		
Lead bullion from Mexico: Importation permitted by ocean transportation-----		Dec. 9, 1918
Lead from Guatemala: Importation permitted, subject to priority rights of sugar and coffee-----		Dec. 13, 1918
Lead from all countries: Restrictions removed-----		Jan. 1, 1919
116. Magnesite:		
From island of Santa Marguerita (off Mexico):		
International Magnesite Co. of San Diego permitted to import magnesite on S. S. <i>Norfolk</i> -----		May 13, 1918
Pacific Refractories Co. permitted to import magnesite when shipped on small gasoline boats of <i>Newark</i> type of 88 tons-----		May 17, 1918
From Europe and Mediterranean coast of Africa: Importations permitted as return cargo from convenient ports when loaded without delay-----		July 3, 1918
From all countries: Restrictions removed-----		Jan. 1, 1919
117. Meat products and preserved meats: ²		
Sausage casings from United Kingdom, France, or Italy: Importations permitted from convenient ports in Europe and Mediterranean Africa-----		July 30, 1918

¹ For import rulings prior to May 14, 1918, see Dairy products, under Section I.² For import rulings prior to May 14, 1918, see Meat, under Section I.

Tinned beef from River Plate ports: Importation permitted for remainder of month when approved by Army or Navy and United States Shipping Board-----	Aug. 17, 1918
Sausage casings from Algeria: Importation permitted from convenient ports in Europe and Mediterranean Africa-----	Oct. 1, 1918
Meat tallow from River Plate district (Argentina and Uruguay): Importation permitted of 3,000 tons per month-----	Dec. 5, 1918
Meat tallow from New Zealand: Importation permitted on sailing vessels, no single cargo to exceed 500 tons--	Dec. 11, 1918
Sausage casings from Russia: Importation permitted under certain conditions-----	Dec. 13, 1918
Any restricted commodity from Australia: Importation permitted on sailing vessel <i>Pax</i> -----	Dec. 16, 1918
Meat tallow: Restrictions removed-----	Dec. 20, 1918
All articles under item 117: Restrictions removed-----	Jan. 1, 1919
118. Paraffin: Restrictions removed-----	Jan. 1, 1919
119. Pumice:	
Importations permitted as return cargo from convenient European ports when loaded without delay-----	June 3, 1918
Restrictions removed-----	Jan. 1, 1919
120. Starch: ¹ Restrictions removed-----	Jan. 1, 1919
121. Stone and manufactures thereof: Marble and manufactures thereof from Italy: Importations permitted when loaded at convenient ports without delay-----	Aug. 7, 1918
Bluestones and yellowstones from Europe and Mediterranean Africa:	
Importations permitted when loaded at convenient ports without delay-----	Sept. 12, 1918
Amended to include also grindstones and cliff-stone-----	Sept. 28, 1918
All articles under item 121: Restrictions removed-----	Jan. 1, 1919
Items 122-145, inclusive: Importation prohibited except for shipments coming (a) overland or by lake from Canada; (b) overland from Mexico; (c) as return cargo from European countries, and then only when shipped from a convenient port and when loaded without undue delay. Amended June 28, 1918, to include Mediterranean Africa.	
122. Argols, or wine lees:	
Argols, wine lees, tartrate of lime, tartaric acid from South America: Importation of 1,500 tons permitted up to Mar. 31, 1919-----	Dec. 5, 1918
Restrictions removed-----	Jan. 1, 1919
123. Bones, hoofs, and horns, unmanufactured:	
From River Plate district (Argentina and Uruguay):	
Importation of 2,500 tons per month permitted-----	Dec. 5, 1918
Restrictions removed-----	Jan. 1, 1919
124. Baskets of wood, bamboo, straw, or compositions of wood:	
Restrictions removed-----	Jan. 1, 1919
125. Cork, unmanufactured, and manufactures thereof: Restrictions removed-----	Jan. 1, 1919
126. Edible substances, not specifically provided for in the tariff schedules: Restrictions removed-----	Jan. 1, 1919
127. Eggs, dried, frozen, prepared or preserved, and yolks of eggs:	
From China: Importation permitted-----	Dec. 9, 1918
Restrictions removed-----	Dec. 12, 1918
128. Fans: Restrictions removed-----	Jan. 1, 1919
129. Fuller's earth: Restrictions removed-----	Jan. 1, 1919
130. Furniture: Restrictions removed-----	Jan. 1, 1919

¹ For import rulings prior to May 14, 1918, see Starch, under Section I.

131. Furs and manufactures thereof (item does not include fur hats, fur not on the skin prepared for hatters' use, nor raw sealskins from Uruguay):
- Rabbit skins from Australia: Importation permitted of 500 bales for army use..... May 16, 1918
 - Sealskins from Iceland: Importation permitted on S. S. *Lagarfoss* on present return trip..... June 13, 1918
 - Chinese dogskins: Importation of 450,000 Chinese dogskins permitted for aviators' garments..... Aug. 15, 1918
 - Rabbit skins from abroad: Importations permitted if shipped prior to July 1, 1918, provided there was no attempt to violate rules of War Trade Board..... Nov. 25, 1918
 - Fur skins from Russia: Importation permitted under certain conditions..... Dec. 13, 1918
 - The following were removed from item 131: Furs and fur skins, undressed, as included under paragraph 491, and undressed skins of hares, rabbits, and dogs, as included under paragraph 603 of tariff act of 1913..... Dec. 19, 1918
 - All articles under item 131: Restrictions removed..... Jan. 1, 1919
132. Glass and glassware (item does not include lenses, opera and field glasses, optical instruments, spectacles, eyeglasses, goggles, surveying instruments, telescopes, microscopes, and plates or disks for use in the manufacture of optical goods): Restrictions removed..... Jan. 6, 1919
133. Glue and glue size: Restrictions removed..... Jan. 1, 1919
134. Glue stock and rawhide cuttings: Restrictions removed..... Jan. 1, 1919
135. Hair, human, and manufactures thereof:
- Hair from China, Hongkong, and Japan: Importation permitted of 50 long tons per month of uncleaned human hair..... Nov. 30, 1918
 - Hair nets and nettings from China: Importation permitted..... Dec. 9, 1918
 - All articles under item 135: Restrictions removed..... Jan. 1, 1919
136. Horeshair, artificial, and manufactures thereof: Restrictions removed..... Jan. 1, 1919
137. Indigo, synthetic: Restrictions removed..... Dec. 23, 1918
138. Ivory, animal, and manufactures thereof:
- From Belgian Congo: Importation permitted on sailing vessel *Rostellan*..... Sept. 10, 1918
 - From Belgian Congo: Importation permitted for remainder of year on *Bonneviene*..... Nov. 1, 1918
 - From all countries: Restrictions removed..... Jan. 1, 1919
139. Licorice root:
- From Russia: Importation permitted under certain conditions..... Dec. 13, 1918
 - From all countries: Restrictions removed..... Dec. 19, 1918
140. Moss and seaweed: Restrictions removed..... Jan. 1, 1919
141. Paper and manufactures thereof (item does not include books and other printed matter):
- Paper hats and paper hat braids: Removed from list of restricted imports..... May 9, 1918
 - Newsprint paper from Newfoundland and Canada: A general license covers importations from Newfoundland and by water from points in Canada having no rail connection..... May 18, 1918
 - Mino and Hakone: Until Dec. 31, 1918, importations permitted when intended for paper parachutes..... May 27, 1918
 - Yoshino (bibulous paper):
 - Until Aug. 31, 1918, importations permitted for military and naval use..... May 27, 1918
 - Time extended to Jan. 1, 1919..... Aug. 31, 1918
 - Yoshino (stencil paper):
 - Until Aug. 31, 1918, importations permitted when intended for stencil paper..... May 27, 1918
 - Time extended to Jan. 1, 1919..... Aug. 31, 1918

Kraft paper from Newfoundland and Canada: A general license covers importation from Newfoundland and by water from points in Canada having no rail connection.		June 3, 1918
Paper sticks from China: Importation permitted.		Dec. 23, 1918
All articles under item 141: Restrictions removed.		Jan. 1, 1919
142. Paper stock, crude ¹ (does not include wood pulp): Restrictions removed.		Jan. 1, 1919
143. Straw and grass, unmanufactured, and manufactures thereof: Restrictions removed.		Jan. 1, 1919
144. Tea waste, siftings or sweepings: ² Restrictions removed.		Jan. 1, 1919
145. Vanilla beans: Restrictions removed.		Dec. 19, 1918
Importation restricted to shipments as deck cargo or shipments on vessels unfit for essential imports.		
146. Quebracho wood: ³		
Quebracho wood from River Plate district (Argentina and Uruguay): Item 146 amended to permit importation of 6,000 tons per month from Nov. 30, 1918, to June 30, 1919.		Dec. 5, 1918
Restrictions removed.		Jan. 1, 1919

Section IV.

SUPPLEMENTARY LIST—ADDITIONAL ARTICLES RESTRICTED FROM TIME TO TIME AFTER MAY 14, 1918.

Asphalt:

Importation restricted for year 1918 to 30,000 tons from Venezuela and 32,000 tons from island of Trinidad.	June 3, 1918
Ruling of June 3, 1918, revoked. Outstanding licenses revoked as to ocean shipments after June 15, 1918. Certain new licenses to be issued.	June 10, 1918
Restrictions removed.	Dec. 13, 1918
(For balata, gutta-joolatong, gutta-siak, gutta-percha, see item following Rubber.)	

Cacao:

Outstanding licenses revoked as to ocean shipments after July 20, 1918. Importations limited for remainder calendar year to 30,000 tons cacao (cocoa beans)—out of which Army and Navy requirements are to be met first—and to overland shipments from Mexico.	July 9, 1918
From Haiti and Santo Domingo: Importation permitted upon United States Navy transports.	July 31, 1918
From Belgian Congo: Importation permitted on sailing vessel <i>Rostellan</i> .	Sept. 10, 1918
From Dominican Republic or Haiti: Importation permitted, sugar and molasses to be given priority.	Nov. 30, 1918
From west coast of Africa: Importation of additional 800 tons permitted on <i>S. S. C. C. Mengel</i> .	Dec. 6, 1918
From Ecuador: Importation of additional 14,000 tons permitted.	Dec. 6, 1918
From Guatemala: Restrictions removed.	Dec. 13, 1918
From all countries: Restrictions removed.	Dec. 19, 1918

Caffeine, caffeina, theine, or trimethylxanthine:

Importation prohibited.	June 11, 1918
Restrictions removed.	Jan. 6, 1919

Casein or lactarene:

Importation prohibited except from Canada, overland or by lake; from Mexico, overland; from Europe, as return cargo.	June 17, 1918
Importation prohibited as backhaul from Europe.	Aug. 20, 1918
From South America:	
Importations of 500 tons per month permitted between Nov. 30, 1918, and June 30, 1919.	
Restrictions removed.	Dec. 5, 1918
	Jan. 16, 1919

¹ For import rulings prior to May 14, 1918, see Paper stock, crude, under Section I.

² For rulings prior to May 14, 1918, see Tea waste, under Section I.

³ For import rulings prior to May 14, 1918, see Quebracho wood, under Section I.

Chrome ore:

Outstanding licenses revoked as to ocean shipments after June 15, 1918. After June 8, 1918, shipments permitted from Cuba, Guatemala, Newfoundland, and Brazil, by sea, 43,500 tons prior to Mar. 31, 1919; from New Caledonia, 10,000 tons prior to Dec. 31, 1918; from Canada, overland or by lake; from Mexico, overland; from European countries, as return cargo-----	June 8, 1918
From New Caledonia: Importation permitted of additional 12,000 tons as ballast for sailing vessels bringing wool from Australia; to be shipped between July 12, 1918, and Dec. 31, 1918-----	July 15, 1918
Outstanding licenses revoked as to shipments from abroad after Nov. 11, 1918. Importation prohibited except from Cuba, Canada, and Brazil-----	Nov. 12, 1918
Importation permitted of chrome ore actually in transit on Nov. 11, 1918-----	Jan. 9, 1919
Restrictions removed-----	Jan. 15, 1919

Coconut meat:

Copra is broken coconut meat which is not shredded, desiccated, or prepared.	
Ceylon copra is broken coconut meat which is shredded, desiccated, or prepared.	
Outstanding licenses for coconut meat in any form revoked as to ocean shipment after June 30, 1918-----	June 22, 1918
Copra (not shredded) from Australasia, East Indies, West Indies, Central America, and Mexico: Importation of 5,250 long tons per month permitted from July 1, 1918, to Dec. 31, 1918-----	June 22, 1918
Copra (not shredded): Restrictions removed-----	July 15, 1918
Ceylon copra (shredded): Restrictions removed-----	Dec. 20, 1918

Copper ore and copper concentrates:

Copper ore:	
Overseas importation prohibited except from Cuba-----	June 10, 1918
Importation permitted also from Canada and Mexico-----	July 15, 1918
Copper concentrates containing less than 60 per cent copper: Importation prohibited except from Cuba, Canada, or Mexico-----	July 21, 1918
Copper matte, blister copper, or copper concentrates containing 60 per cent or more of copper: Importation permitted from all countries-----	July 1, 1918
Copper concentrates containing 50 per cent or over of copper: Importation permitted-----	Sept. 28, 1918
Copper ore and copper concentrates—	
Importation prohibited except from Korea, Newfoundland, West Indies, France, England, west coast of South America, Cuba, Canada, Mexico, copper ore irrespective of copper content; from Spain, copper ore containing more than 2 per cent copper; from Cuba, Canada, Mexico, copper concentrates irrespective of copper content; from countries other than Cuba, Canada, Mexico, copper concentrates when containing 50 per cent or more of copper-----	Dec. 19, 1918
Restrictions removed-----	Jan. 15, 1919

Cotton, Egyptian:

Importation limited to 80,000 bales of high-grade cotton for calendar year 1918-----	May 24, 1918
Importation after Jan. 1, 1919, limited to 40,000 bales without restriction as to quality or grade-----	Dec. 18, 1918
Restrictions removed-----	Jan. 20, 1919

Cream separators:

Importation limited to types which are permitted to be manufactured in the United States-----	Oct. 8, 1918
Restrictions removed-----	Jan. 15, 1919

Dyewoods and vegetable dye extracts, except annatto, roucou, rocoa, orleans, cudbear, archil, litmus, madder, safflower, saffron, sumae, cochineal, and indigo, natural or synthetic.¹

Importation for remainder calendar year 1918 prohibited except: From Canada and Mexico by other than ocean transportation; from Europe or Mediterranean Africa as return cargo; and the following commodities to the extent specified:

Logwood, 22,500 tons; fustie, 1,250 tons; gambier, 400 tons; cutch (used exclusively for dyeing, not to include mangrove bark extract), 1,250 tons; nutgalls, 750 tons; mangrove bark extract, from West Indies and South American countries, 375 tons; all other dyewoods in crude state, 500 tons; extracts and decoctions for dyeing or tanning, not otherwise provided for, from Central and South America, 450 tons.

Dyewoods from Guatemala: Restrictions removed..... Oct. 11, 1918
Dec. 13, 1918

Dyewoods and other natural dyestuffs, including logwood, fustic, gambier, cutch, nutgalls, and mangrove bark extract:

Restrictions removed..... Dec. 23, 1918

Emery and corundum:

Importation prohibited except from Canada, May 9 as amended..... May 17, 1918

Emery from Naxos: Importation of 4,000 tons permitted during 1918 if shipped from a convenient west European port..... May 9, 1918

Corundum from India and South Africa: Importation of additional 700 tons permitted on sailing vessels not available for other importation purposes..... May 17, 1918

Corundum grains from England: Importation of 450 tons permitted during remainder of calendar year..... Oct. 2, 1918

Corundum ore and grains: Restrictions removed..... Dec. 12, 1918

Emery from Turkey: Importation of 1,800 tons permitted. Must be guaranteed not to be used until elapse of 60 days after removal of restrictions..... Apr. 21, 1919

Emery: Restrictions removed. Guaranties given in compliance with ruling of Apr. 21, 1919, released..... May 13, 1919

Flaxseed or linseed:

Ocean importation prohibited..... July 10, 1918

From River Plate district (Argentina and Uruguay): Importation permitted: 20,000 tons prior to Jan. 1, 1919, and 15,000 tons per month for January, February, March, and April, 1919..... Dec. 5, 1918

From Russia: Importation permitted under certain conditions..... Dec. 13, 1918

Restrictions removed..... Jan. 9, 1919

Furs not on the skin, prepared for hatters' use, including furs carroted: Importation prohibited except: From Canada or Mexico by other than ocean transportation; from Europe and Mediterranean Africa as return cargo..... Sept. 15, 1918

Restrictions removed..... Jan. 1, 1919

Graphite crucibles:

Importation prohibited from abroad for remainder of calendar year..... July 16, 1918

Restrictions removed..... Jan. 16, 1919

(For gutta-joolatong, gutta-siak, gutta-pereha, and balata, see item following Rubber.)

Gypsum or plaster:

Licenses withheld until further notice..... Apr. 25, 1918

Ruling of Apr. 25, 1918, revoked..... Apr. 30, 1918

Ocean importation prohibited, except on sailing vessels or on barges *Daniel Munroe* and *Ontario*, May 25, as amended..... June 11, 1918

Ocean importation permitted also on barges *Bristol* and *Plymouth*..... July 11, 1918

Restrictions removed..... Jan. 1, 1919

¹ For earlier rulings see Logwood, under Section I.

Hair, animal, other than bristles, horsehair, hair of angora goat, camel, and other like animals:

Importation prohibited except: From Canada or Mexico by other than ocean transportation; from Europe and Mediterranean Africa as return cargo.

Sept. 15, 1918

Restrictions removed

Dec. 13, 1918

Hides, skins, leather, tanned skins, and manufactures of leather:¹

Importation restricted to: Cattle hides of specified weights and grades, 57,000 tons from South America; cattle hides of other grades than specified, from any country if certified to be for Government use; leather, tanned skins, and manufactures of leather, from any country if certified to be for Government use; from Canada and Mexico by other than ocean transportation; from European countries as return cargo. (Issued June 7, 1918)

June 15, 1918

S. S. *Lagarfoss* permitted to bring sheepskins with wool on present return trip from Iceland

June 13, 1918

Hides and skins from Mexico: Importation permitted to New Orleans on S. S. *Frontera* provided vessel carry a full cargo of sisal below deck

July 23, 1918

Hides and skins from east coast of South Africa: Importations permitted if contracted for prior to June 15, 1918

Aug. 28, 1918

Goatskins or sheepskins from India: Importations permitted under certain conditions if contracted for prior to June 15, 1918

Sept. 25, 1918

Hides and skins from Nicaragua: Importation permitted.

Priority given to 11 other articles

Oct. 12, 1918

Kangaroo skins from Australia: Importations permitted if contracted for prior to June 15, 1918

Nov. 13, 1918

Hides and skins (not including fur skins): Importations permitted from any country if contracted for prior to June 15, 1918

Nov. 22, 1918

All grades of hides, skins, leather, tanned skins, and manufactures of leather:

Ruling of June 15, 1918, revoked except as to importations from Canada and Mexico by other than ocean transportation and from European countries as return cargo

Nov. 27, 1918

For 90 days, beginning Nov. 27, 1918, importation of 47,910 long tons permitted as follows:

Cattle hides	22,500
Goatskins	8,100
Calfskins	7,875
Sheepskins	6,000
Horse, colt, and ass skins	1,620
Buffalo hides	1,350
Kangaroo, pig, dog, deer, and all other skins and leathers	465

47,910

Hides, skins, leather, etc., from Guatemala:

Restrictions removed

Dec. 13, 1918

From Russia: Importation permitted of heavy cattle skins, goat and kid skins, calf and kip skins, sheep and lamb skins, horse or colt or ass skins. Conditions attached

Dec. 13, 1918

Hides, skins, leather, etc., from all countries: Restrictions removed

Dec. 20, 1918

From ore:

Ocean importation prohibited except: From Cuba; from Sweden and Spain as ballast in return ships

May 17, 1918

Low phosphorous Lucanena spathic iron ore from Spain: Eastern Steel Co. permitted to import 10,000 tons monthly for three months, subject to conditions of list of restricted imports No. 1 as to convenient ports

June 29, 1918

¹ For earlier rulings see Hides from Mexico, under Section I.

Low phosphorous iron ore from Spain, Sweden, Norway, and North Africa: Additional importation permitted prior to July 1, 1919, of a maximum total of 70,000 tons-----	Oct. 31, 1918
Calcedined spathic iron ore from England: Importations permitted also from England when shipped as return cargo-----	Dec. 7, 1918
Restrictions removed-----	Jan. 15, 1919
Latch knitting needles:	
Importation prohibited-----	Aug. 19, 1918
Restrictions removed-----	Dec. 9, 1918
Linseed. (See Flaxseed.)	
Manganese ore:	
Importation prohibited from Asia and Australia-----	July 20, 1918
Manganese ore from Japan: Importation of 2,000 tons permitted for flash-light batteries, to be shipped between Aug. 19, 1918, and June 30, 1919, in Japanese vessels-----	Aug. 19, 1918
Restrictions removed-----	Jan. 15, 1919
Monazite sand:	
Importations from abroad prohibited during remainder of calendar year except: From India, 150 tons to Lindsay Co., of Chicago; from Brazil, 600 tons to Welsbach Co., of Gloucester, N. J.-----	June 20, 1918
Amended to increase amounts to: 500 tons to Lindsay Co. from India; 1,000 tons to Welsbach Co. from France-----	July 13, 1918
Restrictions removed-----	Jan. 15, 1919
New Zealand fiber (also known as New Zealand flax and New Zealand hemp):	
Importation prohibited except 1,700 tons on sailing vessels-----	Oct. 21, 1918
Amount increased to 3,000 tons-----	Nov. 30, 1918
Amends ruling of Oct. 20, 1918, to permit importation of 400 tons on S. S. <i>Moama</i> and S. S. <i>Paloona</i> -----	Dec. 16, 1918
Restrictions removed-----	Dec. 19, 1918
(For Quebracho extract, see Tanning materials and tanning extracts.)	
Rattans and reeds:	
Importation prohibited except: From Canada or Mexico by other than ocean transportation; from Europe as return cargo-----	Aug. 6, 1918
Restrictions removed-----	Dec. 9, 1918
Rice, raw (originally included under item 8, list No. 1, All bread-stuffs except wheat and wheat flour, but removed Apr. 12, 1918, before list No. 1 became effective):	
Importation restricted to 159,000 tons for shipment before Aug. 31, 1918-----	May 16, 1918
Importation prohibited except shipments in bond to West Indies or Central America-----	Aug. 1, 1918
Amended to include all shipments in transit to these regions, whether in bond or otherwise-----	Nov. 7, 1918
Restrictions removed-----	Jan. 10, 1919
Importation prohibited except for shipments in transit-----	Jan. 21, 1919
Importation permitted of rice purchased in good faith for importation into the United States, such purchases being made between Jan. 10 and Jan. 21, 1919-----	Feb. 1, 1919
Restrictions removed-----	Mar. 17, 1919
Rubber, crude:	
Ocean shipments prohibited except 25,000 tons between May 6, 1918, and July 31, 1918-----	May 9, 1918
16,666 tons overseas importations permitted during August and September, 1918-----	Aug. 6, 1918
Importation of specified grades permitted from South and Central America-----	June 4, 1918
Importation permitted from Belgian Congo on sailing vessel <i>Rostellan</i> -----	Sept. 10, 1918
25,000 tons overseas importation permitted during October, November, and December, 1918, one-fourth to come from Central and South America-----	Sept. 28, 1918
Importation of additional 7,500 tons permitted for period ending Jan. 1, 1919-----	Nov. 22, 1918

Restrictions removed upon importation from Guatemala.....	Dec. 13, 1918
Restrictions removed. (Affects only shipments made from country of origin. No licenses will be issued for shipments from any country other than country of origin until Feb. 13, 1919.)	Dec. 14, 1918
Gutta-joolatong, gutta-siak, gutta-percha, and balata :	
From June 1, 1918, to May 31, 1919, overseas importation restricted to: Gutta-percha, 650 tons; balata, 1,400 tons.....	June 3, 1918
Gutta-siak: Importation of 740 tons permitted for Government purposes.....	July 9, 1918
Gutta-joolatong: Importation of 3,000 tons permitted for remainder of calendar year for Government purposes.....	Aug. 6, 1918
Gutta-siak: Importation of additional 900 tons permitted during remainder of calendar year.....	Nov. 29, 1918
Restrictions removed.....	Dec. 23, 1918
Rubber goods, manufactured :	
Ocean shipments prohibited.....	June 26, 1918
Restrictions removed.....	Dec. 19, 1918
Seeds: Hemp seed and canary seed.	
Ocean shipments prohibited.....	Sept. 19, 1918
Canary seed: Restrictions removed.....	Dec. 13, 1918
Hemp seed: Restrictions removed.....	Jan. 6, 1919
Shellac, button lac, seed lac, garnet lac, and keerie or refuse lac :	
Importation prohibited except: From Canada or Mexico by other than ocean transportation; from Calcutta, 5,000 tons between Oct. 1, 1918, and Mar. 31, 1919. Shipments on vessels of United States Navy for military or naval use.....	Aug. 16, 1918
Restrictions removed.....	Dec. 20, 1918
Tagua nuts or vegetable ivory :	
Importation prohibited except: 12,000 long tons for remainder of calendar year, as follows: From Ecuador, 7,000 long tons, for Government purposes; from Colombia, 3,000 long tons, for Government purposes; from Panama, 2,000 long tons; additional importation permitted on ships unsuitable for other necessary imports.....	June 2, 1918
Restrictions removed.....	Jan. 6, 1919
Tanning materials and tanning extracts, except quebracho wood: ¹	
Importation prohibited except: From Canada or Mexico by other than ocean transportation; from Europe as return cargo; from Central and South America, 60,000 long tons solid quebracho extract and 15,000 long tons mangrove bark, divi-divi, and wattle bark.....	July 11, 1918
Importation permitted of 12,000 tons per month from Nov. 30, 1918, to June 30, 1919.....	Dec. 5, 1918
Restrictions removed.....	Jan. 11, 1919
Tin:	
Pig tin, tin ore, tin concentrates, and any chemical extracted therefrom:	
Importation limited to shipments consigned to the United States Steel Products Co. ²	Oct. 20, 1918
Control removed except in the case of pig tin. Pig tin purchased prior to Oct. 1, 1918, to be permitted to be imported even if not consigned to the United States Steel Products Co.	Nov. 1, 1918
Control removed as to pig tin shipped from countries of origin after June 29, 1919.....	Aug. 1, 1919
Control removed as to pig tin shipped from countries other than countries of origin.....	Aug. 15, 1919
Tin from Dutch East Indies: Importation prohibited.....	Dec. 23, 1918

¹ See also item 146, Quebracho wood.

² Although this is a "control" ruling in form, it operated as an embargo, inasmuch as the United States Steel Products Co. made no application for import licenses.

Metals of any kind containing more than 20 per cent of tin:

Importation prohibited. (In case of metal alloys "20 per cent of tin" interpreted to mean 20 per cent of the metal content of the mass)----- Feb. 3, 1919.

Restrictions removed as to shipments from countries of origin after June 29, 1919----- Aug. 1, 1919.

Restrictions removed as to shipments from countries other than countries of origin----- Aug. 15, 1919.

Tin ore and tin concentrates:

Importation prohibited until June 7, 1919----- Mar. 8, 1919.

Restrictions removed as to shipments from countries of origin after June 7, 1919----- July 1, 1919.

Restrictions removed as to shipments from countries other than countries of origin----- July 14, 1919.

Varnish gums (copal, kauri, and dammar):

Until Jan. 1, 1919, importation prohibited except: Ocean shipments for Government use; shipments from Mexico or Canada by other than ocean transportation; shipments from Europe as return cargo; shipments of copal or Manila gum when coming from Philippine Islands; shipments of 3,000,000 pounds of kauri gum----- Oct. 11, 1918:

Copal from Belgian Congo: Importation permitted on *Bonnevienne* for remainder of year----- Nov. 1, 1918:

Copal and palm kernels from Belgian Congo:

Importation of 2,000 tons permitted on *Atlantan* or *Bassam* if made before Jan. 1, 1919----- Nov. 28, 1918:

Revoked. Importation of 2,000 tons permitted on *S. S. Nembe*----- Dec. 9, 1918.

Varnish gums: Restrictions removed----- Dec. 20, 1918.

Wood as classified under tariff paragraph 647:

Importation prohibited except: From Canada or Mexico by other than ocean transportation; from Europe and Mediterranean Africa as return cargo. (Cedar excepted under this ruling.) (Balsa wood excepted Nov. 13, 1918. For restrictions on balsa wood, see following item)----- Oct. 26, 1918

Importation permitted from Canada by any means of transportation----- Dec. 11, 1918

Restrictions removed----- Jan. 6, 1919

Wood, balsa:

Importation prohibited except: From Canada or Mexico by other than ocean transportation; from Europe and Mediterranean Africa as return cargo; from other sources, a total of 1,600,000 board feet----- Oct. 11, 1918

Importation permitted from Canada by any means of transportation----- Dec. 11, 1918:

Restrictions removed----- Jan. 6, 1919

EXHIBIT III.

LIST OF IMPORTS CONTROLLED BY GOVERNMENT AGENCIES.

Alfalfa seed:

Sept. 18, 1918-Jan. 6, 1919.

Licenses issued only if approved by Seed Stocks Committee of the Department of Agriculture.

Bananas and plantains:

July 24, 1918-March 3, 1919.

No licenses issued except for shipments on vessels approved by Caribbean Committee of the United States Shipping Board.

Burlap, burlap bags, and jute:¹

Oct. 8, 1918-Feb. 1, 1919.

Allocation by Bureau of Imports in conjunction with War Industries Board and United States Food Administration.

Castor beans and castor oil:

June 11, 1918-Jan. 6, 1919.

Licenses for shipments from West Indies, Mexico, Central America, Colombia, and Venezuela, not consigned to United States Government, issued only if approved by Bureau of Aircraft Production.

Coconuts:

May 9, 1918-Nov. 20, 1918.

Licenses issued only upon agreement to deliver to Gas Defense Service 35 pounds of shells for each 150 pounds of coconuts imported from West Indies and 40 pounds for each 150 imported from Pacific Ocean islands.

Coffee:

March 14, 1918-Oct. 18, 1918.

Licenses referred to Coffee Division of United States Food Administration.

Oct. 18, 1918 (as amended, Oct. 28, 1918)-Jan. 16, 1919.

Licenses issued only to United States Sugar Equalization Board (Inc.) or its nominees.

Corn from River Plate district:

Sept. 28, 1918-Jan. 10, 1919.

Licenses issued only if agreed upon jointly by United States Food Administration and United States Shipping Board.

Dyes and drugs from Germany:

May 28, 1919-

Licenses referred to Advisory Committee on Dyes of War Trade Board.

Food grains and fodders (wheat,² corn,³ barley, rye, oats, and buckwheat):

March 23, 1918-Feb. 13, 1918,⁴

Licenses referred to United States Food Administration.

Graphite of crucible grade:

Oct. 2, 1918-Jan. 16, 1919.

Licenses issued only if approved by Chemical Section of War Industries Board.

Kapok:

June 12, 1918-Jan. 17, 1919.

Licenses issued only for Government purposes.

Mahogany logs and lumber:

Aug. 31, 1918-Dec. 19, 1918.

Licenses issued only if certified by Director of Lumber of War Industries Board as suitable and necessary for Government use.

¹ Ruling based on instruction of War Trade Board that licenses be approved by War Industries Board and United States Food Administration.

² See wheat and wheat flour.

³ Import restriction on corn removed Jan. 10, 1919.

⁴ Date of removal of import restrictions.

Newspapers, magazines, and periodicals from Germany:

May 13, 1919–July 14, 1919.

Licenses issued, if approved by Bureau of Enemy Trade and Department of State.

Nitrate of soda:

April 11, 1918–July 1, 1919.

Licenses issued only to firms approved by War Industries Board.

Quebracho wood:

May 17, 1918–Dec. 5, 1918.

Licenses issued, if approved by Chartering Committee of the United States Shipping Board.

Salvarsan and equivalents:

Nov. 23, 1918–June 16, 1919.

Licenses issued only upon recommendation of Federal Trade Commission.

June 16, 1919–

Control transferred from Federal Trade Commission to United States Public Health Service.

Sugar:

Dec. 12, 1917–

Licenses issued only upon guaranty not to sell without approval of United States Food Administration or its agents.

Jan. 13, 1919–

Licenses issued only to United States Sugar Equalization Board (Inc.) or its nominees.

Tin ore, tin concentrates, and chemicals extracted therefrom:

Oct. 9, 1918–Nov. 1, 1918.

Licenses issued only for consignments to United States Steel Products Co.

Tin, pig:

Oct. 9, 1918–Aug. 1, 1919.

Licenses issued only for consignments to United States Steel Products Co.

Tinned beef from River Plate ports:

Aug. 17, 1918–Aug. 31, 1918.

Licenses issued, if approved by Army or Navy and by Division of Planning and Statistics of United States Shipping Board.

Vegetable ivory:

May 27, 1918–Jan. 6, 1919.

Licenses limited to 12,000¹ tons and to importations on ships considered by United States Shipping Board unsuitable for necessary imports.

Wheat and wheat flour:

May 15, 1918–July 1, 1919.²

Licenses issued upon agreement not to sell without approval of United States Food Administration or its agents.

Oct. 22, 1918–July 1, 1919.²

No licenses issued for importation of wheat and wheat flour except to cover the following:

- (a) Shipments of wheat or wheat flour originating in Canada or Mexico when brought across the border in wagonload lots by producers.
- (b) Shipments consigned to United States Food Administration Grain Corporation, or to Wheat Export Co. (Ltd.).
- (c) Shipments from Canada or Mexico representing customary retail border traffic.
- (d) Shipments in bond in transit to allied countries.
- (e) (Added Mar. 12, 1919.) Shipments of wheat, wheat flour, seed and salvage wheat approved by United States Food Administration Grain Corporation.

Wool from Uruguay, Argentina, and South Africa:

July 28, 1918–Jan. 10, 1919.

Licenses issued only to Quartermaster General of United States Army or his nominees.

¹ See p. 392.

² Control transferred to United States Wheat Director by proclamation of the President issued June 24, 1919.

EXHIBIT IV.

TRADE ORGANIZATIONS AND THE COMMODITIES CONTROLLED BY THEM IN COOPERATION WITH THE WAR TRADE BOARD.

American Diamond Committee (Inc.).—Diamonds, including polished diamonds; rough diamonds, tops, ends, and other parts of rough diamonds; industrial diamonds, bort, diamond powder, carbon, diamond dies, and tools set with diamonds; platinum, including crude and refined platinum; platinum-iridium alloys in the form of ingot, sheet, or wire; platinum sponge, platinum gauze; platinum chloride, platinum scrap of all kinds; platinum in finished manufactured form; iridium; osmiridium; osmium; palladium; rhodium; ruthenium.

American Iron and Steel Institute.—Tin ore, chloride of tin, pig tin; ferromanganese; spiegeleisen; all ferro-alloys; chrome; chrome ore; cobalt; cobalt ore; manganese; manganese ore; molybdenum; molybdenum ore; titanium; titanium ore; tungsten; tungsten ore; scheelite; wolframite; vanadium; vanadium ore; or any chemicals extracted therefrom.

Asbestos Trades Bureau.—Asbestos.

Chemical Alliance (Inc.).—Pyrites.

Emery and Corundum Importers and Manufacturers' Association (Inc.).—Emery and Naxos emery ores.

Ivory Nut Importers' Association (Inc.).—Tagua nuts or vegetable ivory.

Plumbago-Graphite Association (Inc.).—Plumbago; graphite; graphite crucibles.

Rubber Association of America (Inc.).—Crude rubber, including gutta-percha, gutta-percha, gutta-percha, balata, scrap, and reclaimed rubber.

Silk Association of America.—Silk noils; silk noil yarns; garnetted silk; silk waste; spun silk; pierced cocoons.

Tanners' Council of the United States of America (Inc.).—Leather raw stock (hides and skins, including all pickled hides and skins and all India tan or rough tanned hides and skins, not finished leather, except woolled or haired sheepskins, woolled or haired lambskins); all materials for tanning or dressing leather, and all substances from which tanning materials can be extracted; all imported finished leathers; haired goatskins and haired kid skins (after Apr. 15, 1918).

Textile Alliance (Inc.).—Wool and animal hair, and the tops, noils, yarn, and waste of same, and woolen rags and crêpe fiber; woolled or haired sheepskins; woolled or haired lambskins; haired goatskins and haired kid skins (before Apr. 16, 1918); jute and burlap, and jute or burlap bags; cotton and flannel; cotton raisings; flax (importations of raw flax, hackled flax or flax line, flax tow, flax tow yarns, flax line yarns, linen thread, twines, and cordage are deliverable only to the United States Government or its nominees, subject to the condition that the merchandise will be used for the manufacture of material required by the United States Government); linen (until Apr. 2, 1918); mica; palm oil and palm kernel oil¹; castor beans and castor oil²; manila fiber; kapok; human hair.

United States Shellac Importers' Association (Inc.).—Shellac; button lac; gun lac; net lac; seed lac; stick lac; keerie or refuse lac.

¹ The Oils and Oil Seeds Association of America (Inc.) cooperated in the care of palm oil and palm-kernel oil.

² The American Castor Bean and Oil Association (Inc.) cooperated in the care of castor beans and castor oil.

EXHIBIT V.

Commodities for which importers were required to furnish to the United States Government or its nominees an option to purchase.

Commodity.	Requirement went into effect.	Requirement lifted.
oil.....	Dec. 15, 1917	Jan. 10, 1919
or oil and castor beans.....	Feb. 21, 1918	Jan. 6, 1919
um.....	Mar. 27, 1918	Dec. 12, 1918
um and palladium.....	Apr. 5, 1918	Do.
le rubber.....	May 1, 1918	Dec. 14, 1918
l quebracho extract.....	May 6, 1918	Jan. 11, 1919
ta-joolatong, gutta-siak, gutta-percha, balata.....	June 1, 1918	Dec. 23, 1918
es, skins, leather tanned skins, and manufactures of leather.....	June 16, 1918	Jan. 7, 1919
noils, silk noil yarns, garnetted stock, and silk waste.....	Sept. 11, 1918	Dec. 20, 1918

EXHIBIT VI.

List of commodities for which allocation was provided by the War Trade Board.

Commodities.	Amounts for which import licenses might be issued.	Date on which ruling of the Bureau of Imports was issued, 1918.
Argols, wine lees, tartrate of lime, and tartaric acid.	1,500 tons from South America before Apr. 1, 1919.	Dec. 4.
Asphalt.....	62,000 tons from Venezuela and Trinidad before Jan. 1, 1919.	June 3.
Balsa wood.....	.....	Oct. 8.
Burlap, burlap bags, and jute.....	.....	Do.
Bones from River Plate.....	2,500 tons per month.....	Dec. 4.
Cacao.....	30,000 tons before Jan. 1, 1919.....	July 9.
Casein or lactarene from South America	14,800 tons.....	Dec. 2.
Chinese dogskins.....	500 tons per month to June 30, 1919.....	Dec. 4.
Chromite.....	450,000 skins.....	Aug. 15.
Coconut meat.....	.....	June 5.
Codfish from Japan.....	2,000 tons.....	June 22.
Copal from Belgian Congo.....	.....	Aug. 22.
Corundum.....	450 tons of finished grains before Jan. 1, 1919.	Nov. 1.
Creosote oil.....	2,000,000 gallons from Japan before Jan. 1, 1919.	Oct. 2.
Crude rubber.....	74,166 tons, before Jan. 1, 1919.....	Aug. 10.
Dyewoods and vegetable dye extracts.	27,475 tons (specified amounts for various kinds) before Jan. 1, 1919.	May 17, June 4, Aug. 6, Sept. 28, Nov. 20.
Egyptian cotton.....	Total importations for 1918 limited to 80,000 bales.	Sept. 28.
Ferromanganese and spiegeleisen from Great Britain.....	40,000 bales after Jan. 1, 1919.....	May 24, June 17.
Flax duck canvas.....	12,000 tons.....	Dec. 14.
Flaxseed or linseed from River Plate.....	80 tons.....	May 18.
Gutta-pera.....	20,000 tons before Jan. 1, 1919; 15,000 tons per month for January, February, March and April, 1919.	Aug. 15.
Gutta-pera.....	3,000 tons before Jan. 1, 1919.....	Dec. 4.
Gutta-pera.....	740 tons.....	Aug. 6.
Hides, skins, leather tanned skins, and manufactures of leather.	900 additional tons before Jan. 1, 1919.....	July 9.
Iron ore.....	70,000 tons of low phosphorus iron ore from Spain, Sweden, Norway, and North Africa, if actually imported into the United States before July 1, 1919.	Nov. 26.
Ivory (animal) from Belgian Congo.....	.....	June 7, Sept. 25, Oct. 8, 12, 30, Nov. 8, and Dec. 4.
Japanese foodstuffs.....	13,138 tons during next 12 months.....	Oct. 31.
Kapok.....	.....	Nov. 1.
Manganese ore from Japan.....	2,000 tons before July 1, 1919.....	Sept. 26.
Meat tallow from River Plate.....	3,000 tons per month.....	June 12.
New Zealand fiber, New Zealand flax, and New Zealand hemp.....	1,700 tons; increased to 3,000 tons.....	Aug. 19.
Palm kernels from Belgian Congo.....	.....	Dec. 4.
Rice.....	159,000 tons if shipped before Sept. 1, 1918.	Oct. 12.
Tanning materials.....	75,000 tons before Jan. 1, 1919.....	Nov. 19.
Tanning materials excepting quebracho wood.....	12,000 tons per month to June 30, 1919.....	Nov. 1.
Quebracho wood from Argentina and Uruguay.....	6,000 tons per month to June 30, 1919.....	May 16.
Varnish gums.....	.....	June 25 ¹
Vegetable ivory.....	12,000 tons before Jan. 1, 1919.....	Dec. 4.

¹ Revoked Dec. 4, 1918.

EXHIBIT VII.

EXPORT CONSERVATION LIST, EFFECTIVE DECEMBER 6, 1918, CONTAINING ADDITIONS AND MODIFICATIONS FROM OCTOBER 15, 1918, TO DECEMBER 6, 1918.

(THIS SUPERSEDES ALL PREVIOUS EXPORT CONSERVATION LISTS.)

[Issued by the War Trade Board of the United States of America, Washington.]

The War Trade Board herewith present the export conservation list of December 6, 1918, containing certain additions and modifications and superseding all previous export conservation lists. All additions since the last issue (Oct. 15, 1918) appear in italics. The list as amended will become effective December 6, 1918.

Since the preceding export conservation list (Oct. 15, 1918) a large number of commodities have been removed from the list, including numerous items classified under iron and steel, machinery, tin, various metals and their alloys, chemicals and drugs, hairs, fibers, cotton, leather, electrical supplies, and articles manufactured from rubber. Other changes are in prospect and will be made public at intervals.

The notations X-1, X-2, X-3, X-4, X-5, X-6, etc., indicate the supplementary information forms to be used in addition to Form X when making application for license to ship the respective commodities.

Shippers are reminded that, except when specifically stated in the list to the contrary, individual licenses are required for the shipment of all commodities covered by the export conservation list to all countries, including Canada and Newfoundland, and the exceptions to this general rule have in all cases, for convenience in reference, been indicated by a star (*).

Commodities not contained in the export conservation list may be shipped to Canada and Newfoundland at present without individual export licenses. A special export license number RAC-8 has been issued to the Customs Division, authorizing collectors of customs to allow such shipments to be exported without individual export licenses, provided each shipment is accompanied by shipper's export declaration (Customs Cat. No. 7525-WTB 105) in quadruplicate. This form is no longer issued by the War Trade Board, and is procurable from the Customs Division of the United States Treasury Department or from the United States customs authorities in the various cities.

Export Conservation List, December 6, 1918.

(Additions since Oct. 15, 1918, are printed in italics.)

A.

Acetaldehyde.

Acetanilide.

Acetate of cellulose, X-2.

Acetates, all, X-2.

Acetic acid and its derivatives, X-2.

Acetic acid, glacial, X-2.

Acetic anhydride.

Acetone, X-2.

Acid phosphate, X-2.

Acids, as follows:

Acetic, and its derivatives, X-2.

Acetic, glacial, X-2.

Benzoic, and its salts, X-2.

Carbolic (phenol), and its derivatives, X-2.

Nitric, and its salts, X-2.

Picric, X-2.

Phosphoric, X-2.

Salicylic, X-2.

Sulphuric, and its salts, X-2.

Alcohol, as follows:

Ethyl, X-2.

Grain, X-2.

Methyl, X-2.

Methylated spirits, X-2.

Molasses, X-2.

Wood, X-2.

Alloys, steel, X-2.

Almond (bitter), artificial oil of.

Alpaca, as follows:

Clips, X-13.

Manufactures of, X-5.

Rags, X-13.

Raw, X-13.

Waste, X-13.

Alum, X-2:

Ammonia, X-2.

Chrome, X-2.

Ferric, X-2.

Potash, X-2.

*Aluminum, ingots, X-2.

Amidoazobenzol, X-2.

- Amidophenol.
 (Paraamidophenol.)
 Ammonia and its salts, X-2.
 Ammonia, anhydrous, X-2.
 Ammunition, X-2:
 Cartridges and shells, loaded and unloaded, X-2.
 Percussion caps, X-2.
 Shot, in bulk, X-2.
 Shotgun shells, X-2.
 Amorphous phosphorus, X-2.
 Anhydrous ammonia, X-2.
 Aniline oil, X-2.
 Aniline salts, X-2.
 Animal fats, X-1.
 Animal oils, X-1.
 Animals, as follows:
 Cattle, X-1.
 Hogs, X-1.
 *Horses. (Individual licenses not required to Canada and Newfoundland.)
 *Mules. (Individual licenses not required to Canada and Newfoundland.)
 Sheep, X-1.
 *Anodes, nickel, X-2.
 Antimony, X-2:
 Black, X-2.
 Oxide of, X-2.
 Salts, X-2.
 Antiphlogistine.
 Apples, dried, X-1.
 Apricots, dried, X-1.
 Arms, X-2. (See also Firearms.)
 Arsenate of lead, X-2.
 Arsenate of soda, X-2.
 Arsenic and compounds thereof, X-2.
 Arsenite of soda, X-2.
 Artificial silk, unmanufactured.
 Ash, barrel heads made of, X-2.
 Ash, soda, X-2.
 Ash staves, X-2.
 Ash wood, X-2. (See Wood.)
 Ashes, wood, X-2.
 Axle and other mineral-oil greases.

B.

- Backs, fat, X-1.
 Bacon, X-1.
 Bagging, vegetable fiber, except cotton bagging, X-2.
 Bags, as follows:
 Jute, X-2.
 Vegetable fiber, except cotton bags, X-2.
 Balata.
 Balls, naphthalene.
 Bark, cinchona, and products, X-2.
 Barley, X-1.
 Barley flour, X-1.
 Barley meal, X-1.
 Barrel heads (oak, ash, birch, walnut), X-2.
 *Bars, copper, X-2.

- Bars, steel sheet, X-2.
 Bean meal, soya, X-1.
 Bean oil, soya, X-1.
 Beans, X-1:
 Canned, X-1.
 Castor, X-2.
 Cocoa.
 Soya.
 Velvet, X-1.
 Beef products (canned, preserved, and fresh), X-1.
 Beet sirup, X-1.
 Belting leather, X-3.
 Benzaldehyde, X-2.
 Benzene (from coal tar), X-2.
 Benzine (from petroleum).
 Benzine oil.
 Benzoates, all, X-2.
 Benzoic acid and its salts, X-2.
 Benzol and its derivatives.
 Beverages, nonalcoholic, containing sugar.
 Bichromates, all, X-2.
 *Billets, steel, X-2.
 Binder twine, X-2.
 Birch barrel heads, X-2.
 Birch shooks, X-2.
 Birch staves, X-2.
 Birch wood, X-2. (See Wood.)
 Biscuits, X-1.
 Black antimony, X-2.
 Block tin, X-4.
 *Blooms, steel, X-2.
 Bone flour.
 Bone, ground.
 Bone meal.
 Bones, as follows:
 Shin.
 Thigh.
 Unground.
 Book paper.
 Bread, X-1.
 Brewers' grains.
 Bristles, hog, as follows:
 Manufactures of.
 Unmanufactured.
 Bromides, all, X-2.
 Bromine and its compounds, X-2.
 Buckwheat, X-1.
 Buckwheat flour, X-1.
 Burlap, X-2.
 Butter, X-1:
 Cocoa, X-1.
 Coconut, X-1.
 Peanut, X-1.
 Butter substitutes, X-1.

C.

- Cake, cottonseed, X-1.
 Cake, oil, X-1.
 Camel's hair, as follows:
 Clips, X-13.
 Manufactures of, X-5.
 Rags, X-13.
 Raw, X-13.
 Waste, X-13.

- Camphors (camphor, eucalyptol, menthol, thymol), X-2.
 Candy.
 Cane sirup, X-1.
 Canned products. (See distinctive name of product.)
 Caps, percussion, X-2.
Caramel coloring (sugar product), X-1.
 Carbines, X-2.
 Carbolie acid (phenol) and its derivatives, X-28.
 Carbon tetrachloride.
 Carbonate of ammonia, X-2.
 Carbonate of soda, X-2.
 Carrier pigeons.
 Cartridge cloth, silk, suitable for use as powder bags.
 Cartridges and shells, loaded and unloaded, X-2.
 Cashmere, as follows:
 Clips, X-13.
 Manufactures of, X-5.
 Rags, X-13.
 Raw, X-13.
 Waste, X-13.
 Castor beans, X-2.
 Castor oil, X-2.
 Castor oil, sulphonated, X-2.
 Cattle, X-1.
 Cattle manure.
 Caustic potash, X-2.
 Celluloid and articles manufactured therefrom, where celluloid is the chief constituent.
 Cellulose, acetate of, X-2.
 Cereals, X-1.
 Cevadilla, X-2.
 Charcoal.
 Cheese, X-1.
 Chestnut extracts, X-2.
 Chestnut wood, X-2. (See Wood.)
 Chlorates, all, X-2.
 Chlorbenzol, X-2.
 (Monochlorbenzol.)
 Chloride of ammonia, X-2.
 Chlorine, X-2.
 Chloroform.
 Chocolate.
 Chrome alum, X-2.
 Chromic acid and its salts.
 Chromium, chemical compounds thereof and their products, X-2.
 Cinchona bark and products, X-2.
 Clips, as follows:
 Alpaca, X-13.
 Camel's hair, X-13.
 Cashmere, X-13.
 Mohair, X-13.
 Woolen, X-13.
 Worsted, X-13.
 Of all similar hairs, X-13.
 Cloth, as follows:
 Burlap, X-2.
 Press, made of human hair and all animal hairs, or of jute, X-5.
 Silk cartridge, suitable for use as powder bags.
 Clothing, second-hand (woolen), X-15.
 Cloves, oil of, X-2.
 *Coal, X-6. (Individual licenses not required to Canada and Newfoundland.)
 Coal tar and its derivatives, X-2.
 Coca leaves and products.
 Cocaine and its salts, X-2.
 Coco fiber, X-2.
 Cocoa.
 Cocoa beans.
 Cocoa butter, X-1.
 Cocoa powder.
 Coconut butter, X-1.
 Coconut oil, X-1.
 Cod-liver oil.
 Codeine and its salts, X-2.
 Coffee, X-1.
 *Coke, X-6. (Individual licenses not required to Canada and Newfoundland.)
 Compound lard, X-1.
 Condensed milk (including powdered milk, evaporated milk, and preserved milk of all kinds), X-1.
 Confectionery, including chocolate candy.
 Containers, empty (tin), X-4.
 Copper, as follows:
 *Bars, X-2.
 *Ingots.
 *Pigs, X-2.
 Copra, X-1.
 Copra oil, X-1.
 Corn, X-1:
 Canned, X-1.
 Corn flour, X-1.
 Corn grits, X-1.
 Corn hominy, X-1.
 Corn (Indian samp), X-1.
 Corn (maize), X-1.
 Corn meal, X-1.
 Corn oil, X-1.
 Corn sirup, X-1.
 Cornstarch, X-1.
 Corrugated furnaces for ships.
 Cotton, Egyptian.
 Cotton aeroplane duck.
 Cotton lintens.
 Cotton seed, X-1.
 Cottonseed cake, X-1.
 Cottonseed meal, X-1.
 Cottonseed oil, X-1.
 Crackers, X-1.
 Crude oil.
 Crude rubber.

Cyanamide, X-2.
 Cyanides, all, X-2.
 Cyanogen and derivatives, X-2.
 Cylinder oil.

D.

Dates, X-1.
 Degras.
 Degras, moellon.
 Dental gold, X-29.
 Dental supplies.
 Dextrine, X-1.
 Diamonds and precious stones of all kinds.
 Dimethylaniline, X-2.
 Dimethyl ketone, X-2.
 Dinitrobenzol, X-2.
 (Metadinitrobenzol.)
 Dinitrochlorbenzol, X-2.
 Dinitrophenol, X-2.
 Diphenylamine, X-2.
 Double acid phosphate.
 Dry paste flour.
 Duck, cotton aeroplane.
 Dyestuff intermediates.
 Dyestuffs (does not include artists' colors or paints, enameled paints, pigments, or stains, dry or in pulp).

E.

*Electrotypes. (Individual licenses not required to Canada and Newfoundland.)

Empty tin containers, X-4.
 Engine oil.
 Ethyl alcohol, X-2.
 Ethylmethyl ketone, X-2.
 Evaporated milk, X-1.
 Explosives, X-2.
 Extracts, as follows:
 All for tanning hides, X-2.
 Chestnut, X-2.
 Quebracho, X-2.
 Sumac, X-2.

F.

Farina, X-1.
 Fat backs, X-1.
 Fats, animal, X-1.
 Feeds.
 Felts (paper makers'), X-5.
 Ferrie alum, X-2.
 Ferrocyanide of potash, X-2.
 *Ferro-silicon, X-2.
 Fertilizers, as follows:
 Acid phosphate, X-2.
 Ammonia and its salts, X-2.
 Bone flour.
 Bone, ground.
 Bone meal.
 Cyanamide, X-2.
 Manure. (See Manure.)
 Mixed.

Potash, X-2. (See Potash and its compounds.)

Sodium nitrate, X-2.
 Superphosphate, X-2.

Tankage.

Wood ashes, X-2.

Fibers, as follows:

All vegetable, except cotton (includes coco fiber, flax, hemp, jute, kapok, maguey, piassaba, ramie, rice root, sisal, istle, Tampico, manila, sunn, tula, and the like), X-2.

Products manufactured from vegetable fibers, except cotton, hemp, and manila, X-2.

Figs, X-1.

*Films, as follows:

Moving-picture and other photographic films, unexposed, exposed but undeveloped, and exposed and developed. (Individual licenses not required to Canada and Newfoundland for exposed and developed films.)

Firearms, X-2.

Carbines, X-2.

Pistols, X-2.

Revolvers, X-2.

Rifles, X-2.

Shotguns, X-2.

Fir timber, X-2. (See Wood.)

Fish, as follows:

Salmon, canned, X-1.

Tuna, canned, X-1.

Flax, and all articles containing flax, X-2.

Flax fiber, X-2.

Flour, as follows:

Barley, X-1.

Buckwheat, X-1.

Corn, X-1.

Dry paste.

Rice, X-1.

Rye, X-1.

Sago, X-1.

Tapioca, X-1.

Wheat, X-1.

Flour, bone.

Fodders.

Formaldehyde and its derivatives, X-2.

Formalin, X-2.

Fruit, dried, as follows:

Apples, X-1.

Apricots, X-1.

Dates, X-1.

Figs, X-1.

Peaches, X-1.

Pears, X-1.

Prunes, X-1.

Raisins, X-1.

Fuel oils.

Furnaces, as follows:

Corrugated furnaces for ships.

Morison corrugated furnaces.

G.

* *Garden seed*, X-1. (Individual licenses not required to Canada and Newfoundland for 50 pounds and under.)
 Gas oil.
 Gasoline.
 Gauze, hospital and medical.
 Glacial acetic acid, X-2.
 Glucose, X-1.
 Glycerine, X-2.
 Gold, as follows:
 Dental, X-29.
 Manufactured, and articles containing gold, X-29.
 Grain alcohol, X-2.
 Grains, as follows:
 Barley, X-1.
 Brewers'.
 Buckwheat, X-1.
 Corn, X-1.
 Malt, X-1.
 Oats, X-1.
 Rice, X-1.
 Rye, X-1.
 Wheat, X-1.
 Greases, as follows:
 Axle and other mineral-oil greases.
 Degras.
 Moellon degreas.
 Grits, corn, X-1.
 Ground bone.
 Guano.
 Guayule.
 Gum lac, X-2.
 Gum opium and its products.
 Gutta-joolatong.
 Gutta-percha.
 Gutta-siak.

H.

Hair, as follows:
 Alpaca, manufactures of, X-5.
 Alpaca, raw, X-13.
 Camel's, manufactures of, X-5.
 Camel's raw, X-13.
 Cashmere, manufactures of, X-5.
 Cashmere, raw, X-13.
 Mohair, manufactures of, X-5.
 Mohair, raw, X-13.
 And all similar hairs and their manufactures, wastes, by-products, rags, and clips of all the above, X-13.
 Hog bristles—
 Manufactures of.
 Unmanufactured.
 Human, manufactures of.
 Human, raw.
 Press cloths, made of human hair and all animal hairs or of jute, X-5.
 Hams, X-1.
 Hand-lantern oil.

Hemp, X-2.
 Hemp fiber, X-2.
 Heroin and its salts.
 Hexamethylenetetramine.
 Hexamine.
 Hides, X-3.
 Hog bristles, as follows:
 Manufactures of.
 Unmanufactured.
 Hogs, X-1.
 Hominy, corn, X-1.
 Honey.
 *Horses. (Individual licenses not required to Canada and Newfoundland.)
 Hospital gauze.
 Human hair, as follows:
 Manufactures of.
 Raw.
 Hydrate of soda, X-2.
 Hydroxide of soda, X-2.

I.

Indian samp (corn), X-1.
 Ingots, as follows:
 *Aluminum, X-2.
 *Copper, X-2. (Individual licenses not required to Canada and Newfoundland.)
 *Lead, X-2.
 *Nickel, X-2.
 *Steel, X-2.
 Invert sugar sirup.
 Iodine.
 Ipecac and its derivatives, X-2.
 Iron and steel, as follows:
 *Billets, X-2.
 *Blooms, X-2.
 *Ferrosilicon, X-2.
 *Ingots, X-2.
 *Pig iron, X-2.
 *Plates (all classes, $\frac{1}{4}$ of an inch thick and heavier and wider than 6 inches, or over 6 inches in diameter), X-2.
 *Rails, over 50 pounds per yard, X-2.
 *Scrap, X-2.
 *Shapes, 3 inches or larger (plain, i. e. not punched or formed), including angles, channels, beams, tees, and zeos, X-2.
 *Sheet bars, X-2.
 *Slabs, X-2.
 *Spiegeleisen (frequently described as "specular iron" and "mirror iron"), X-2.
 Istle fiber, X-2.

J.

Jaborandi.
 Jalap.
 Jewelry.
 Journal waste containing wool, X-16.

Jute and products manufactured therefrom (including cloth bags, gunnies, twine, etc.), X-2.
Jute fiber, X-2.

K.

Kapok fiber, X-2.
Kerosene oil.
Ketone, as follows:
 Dimethyl, X-2.
 Ethylmethyl, X-2.
 Methylethyl, X-2.

L.

Lac and all varieties thereof, X-2.
Lacquers.
Lantern oil.
Lard, X-1.
 Neutral, X-1.
Lard compound, X-1.
Lard substitutes, X-1.
Lead, as follows:
 *Ingots, X-2.
 *Pig, X-2.
Lead, arsenate of, X-2.
Leather, as follows:
 Belting leather, X-3.
 Sheep leather.
 Shoe upper leather—
 Goat and kid.
 Sheep and lamb.
Sole leather (including cut stock), X-3.
Strap leather.
Linen and articles manufactured therefrom, X-2.
Linseed meal, X-1.
Linseed oil.
Linters, cotton.
Logs. (See Wood.)
Lubricating oils.
Lumber, as follows (see also Wood):
 Ash wood, X-2.
 Birch wood, X-2.
 Chestnut wood, X-2.
 Fir timber, X-2.
 Mahogany wood, X-2.
 Oak wood, X-2.
 Plywood and veneer of all kinds.
 Quebracho wood, X-2.
 Spruce wood.
 Walnut wood, X-2.
Yellow pine measuring 12 inches by 12 inches and larger size, or 25 feet long and longer, X-2.

M.

Macaroni, X-1.
Maguey fiber, X-2.
Mahogany shooks, X-2.
Mahogany staves, X-2.
Mahogany wood, X-2. (See Wood.)
Maize (corn), X-1.
Malt X-1.

Malt sprouts.
Manila fiber, X-2.
Manure, as follows:
 Cattle.
 Guano.
 Potato.
 Sheep.

Maple sirup, X-1.
Meal, as follows:
 Barley, X-1.
 Corn, X-1.
 Cottonseed, X-1.
 Linseed, X-1.
 Oil-cake, X-1.
 Peanut, X-1.
 Rye, X-1.
 Soya-bean, X-1.

Meal, bone.

Meat and meat products, as follows:
 Beef products, canned, preserved, and fresh, X-1.
 Bacon, X-1.
 Fat backs, X-1.
 Hams, X-1.
 Lard, X-1. (See Lard.)
 Pork and pork products, X-1.
Tallow.

Medical gauze.

Medicines, patent or otherwise, if containing any ingredient on Export Conservation List other than alcohol.

Mercury and its compounds, X-2.
Metadinitrobenzol, X-2.

 Dinitrobenzol.
Metallic potassium, X-2.

Metallic tin, X-4.

Metallic tin pipe, X-4.

Methyl alcohol, X-2.

Methylated spirits, X-2.

Methylethyl ketone, X-2.

Mica.

Mica splittings.

Milk, as follows:

 Condensed, X-1.
 Evaporated, X-1.
 Powdered, X-1.
 Preserved (all kinds), X-1.

Mineral grease.

Mineral oils.

Mirbane, oil of.

*Mirror iron (frequently described as "specular iron" and "spiegeleisen"), X-2.

Mixed fertilizers.

Moellon degreas.

Mohair, as follows:

 Clips, X-13.
 Manufactures of, X-5.
 Rags, X-13.
 Raw, X-13.
 Waste, X-13.

Molasses, X-1.

Molasses alcohol, X-2.

Molybdenite, X-2.

Molybdenum and chemical compounds thereof, X-2.

Monazite, X-2.

Monochlorbenzol, X-2.

(Chlorbenzol.)

Morison corrugated furnaces.

Morphine and derivatives, X-2.

Morphine salts, X-2.

*Moving-picture and other photographic films, unexposed, exposed but undeveloped, and exposed and developed. (Individual licenses not required to Canada and Newfoundland for exposed and developed films.)

*Mules. (Individual licenses not required to Canada and Newfoundland.)

N.

Naphtha.

Naphthalene and its derivatives.

Naphthalene balls.

Neutral lard, X-1.

Newspapers, old.

News print paper.

Nickel, as follows:

*Anodes, X-2.

*Ingots, X-2.

*Shot, X-2.

Nickel, chemical compounds thereof.

Nitrates, all, X-2.

Nitric acid and its salts, X-2.

Nitro compounds, all, X-2.

Noils, as follows:

Silk.

Worsted, X-13.

Nonalcoholic beverages containing sugar.

Noodles, X-1.

Novocain.

O.

Oak barrel heads, X-2.

Oak shooks, X-2.

Oak staves, X-2.

Oak wood, X-2. (See Wood.)

Oakum, X-2.

Oatmeal, X-1.

Oats, X-1:

Products of, X-1.

Rolled, X-1.

Oil cake, X-1.

Oil-cake meal, X-1.

Oil of cloves, X-2.

Oil of santalwood, X-2.

Oils, as follows:

Aniline, X-2.

Animal, X-1.

Axle and other mineral-oil greases.

Benzine (from petroleum).

Bitter almond, artificial oil of.

Castor, X-2.

Castor, sulphonated, X-2.

Clove, X-2.

Coconut, X-1.

Cod-liver.

Copra, X-1.

Oils—Continued.

Corn, X-1.

Cottonseed, X-1.

Crude.

Cylinder.

Engine.

Fuel.

Gas.

Gasoline.

Hand-lantern.

Kerosene.

Lantern.

Linseed.

Lubricating.

Mineral.

Mirbane, oil of.

Naphtha.

Olive, X-1.

Palm, X-1.

Paraffin.

Peanut, X-1.

Petroleum.

Rapeseed, X-1.

Red oil.

Soya-bean, X-1.

Turkey-red oil.

Oleomargarine, X-1.

Olive oil, X-1.

Opium gum and its products, X-2.

Orthonitrotoluol, X-2.

(Nitrotoluol.)

(Paranitrotoluol.)

Orthotoluidine, X-2.

(Paratoluidine.)

(Toluidine.)

Oxide of antimony, X-2.

P.

Palm oil, X-1.

Paper, as follows:

Book.

Newspapers, old.

News print.

Poster.

Print.

Paper makers' felts, X-5.

Paraamidophenol.

(Amidophenol.)

Paraffin.

Paraffin oils.

Paraffin wax.

Paranitraniline, X-2.

Paranitroacetanilide, X-2.

(Nitroacetanilide.)

Paranitrochlorbenzol, X-2.

(Nitrochlorbenzol.)

Paranitrophenol, X-2.

(Nitrophenol.)

Paranitrotoluol, X-2.

(Nitrotoluol.)

(Orthonitrotoluol.)

Paratoluidine, X-2.

(Toluidine.)

(Orthotoluidine.)

Paste, soup, X-1.

Paste, tomato, X-1.

Patent medicines, if containing any ingredient on Export Conservation List other than alcohol.

Peaches, dried, X-1.

Peanut butter, X-1.

Peanut meal, X-1.

Peanut oil, X-1.

Pearls.

Pears, dried, X-1.

Peas, X-1:

Canned, X-1.

*Seed, X-1. (Individual licenses not required to Canada and Newfoundland for 50 pounds and under.)

Percussion caps, X-2.

Petroleum.

Phenol (carbolic acid) and its derivatives, X-28.

Phenolphthalein, X-2.

Phosphate, as follows:

Acid, X-2.

Double acid.

Phosphides.

Phosphoric acid, X-2.

Phosphorus sesquisulphide, X-2.

Phosphorus, X-2:

Amorphous, X-2.

Yellow, X-2.

*Photographic films, including moving-picture films, unexposed, exposed but undeveloped, and exposed and developed. (Individual licenses not required to Canada and Newfoundland for exposed and developed films.)

Piassaba fiber, X-2.

Picric acid, X-2.

Pigeons, carrier.

*Pig copper, X-2.

*Pig iron, X-2.

*Pig lead, X-2.

Pig tin, X-4.

Pine, yellow, measuring 12 inches by 12 inches and larger size, or 25 feet long and longer, X-2.

Pins, worsted, X-2.

Pistols, X-2.

Planers.

Plate, as follows:

Terne, X-4.

Tin, X-4.

Plates, as follows:

*All classes, iron and steel, $\frac{1}{4}$ of an inch thick and heavier and wider than 6 inches, or over 6 inches in diameter.

Plywood and veneer of all kinds.

Pork, X-1.

Pork products, X-1.

Postage stamps, canceled and uncanceled.

Poster paper.

Potash and its compounds, X-2.

Potassium and its compounds, X-2.

Potassium, metallic, X-2.

Potato manure.

Powder, cocoa.

Powdered milk, X-1.

Precious stones of all kinds.

Preserved beef products, X-1.

Preserved milk of all kinds, X-1.

Press cloths, made of human hair and all animal hairs or of jute, X-5.

Print paper.

Procaine, X-2.

Proprietary compounds, if containing any ingredient on Export Conservation List other than alcohol.

Prunes, dried, X-1.

Pulled wool, X-13.

Pulp wood, X-2.

Q.

Quebracho extract, X-2.

Quebracho wood, X-2. (See Wood.)

Quicksilver, X-2.

Quinine and its compounds, X-2.

Quinine salts, X-2.

R.

Radium, as follows:

Luminous compounds, X-2.

Ores, X-2.

Salts, X-2.

Rags, as follows:

Alpaca, X-13.

Camel's hair, X-13.

Cashmere, X-13.

Mohair, X-13.

Woolen, X-13.

Worsted, X-13.

Of all similar hairs, X-13.

*Rails, over 50 pounds per yard, X-2.

Raisins, X-1.

Ramie fiber, X-2.

Rapeseed oil, X-1.

Raw silk.

Reclaimed rubber.

Red oil.

Reflectors, searchlight, X-2.

Revenue stamps, canceled and uncanceled.

Revolvers, X-2.

Rice, X-1.

Rice flour, X-1.

Rice-root fiber, X-2.

Rifles, X-2.

Rolled oats, X-1.

Root, senega.

Rubber, as follows:

Balata.

Crude.

Guayule.

Gutta-joolatong.

Gutta-percha.

Gutta-siak.

Reclaimed.

Scrap.

Rubberized silk, suitable for use in the manufacture of aircraft.

Rye, X-1.

Rye flour, X-1.

Rye meal, X-1.

S.

- Sabadilla, X-2.
 Saccharin, X-2.
Sago, X-1.
Sago flour, X-1.
 Sal ammoniac, X-2.
 Salicylic acid, X-2.
 Salmon, canned, X-1.
 Saltpeter, X-2.
 Salts, as follows:
 Ammonia, X-2.
 Aniline, X-2.
 Antimony, X-2.
 Benzoic acid, X-2.
 Chromic acid.
 Cocaine, X-2.
 Codeine, X-2.
 Heroin.
 Morphine.
 Nitric acid, X-2.
 Quinine, X-2.
 Radium, X-2.
 Sulphuric acid, X-2.
 Tolidin, X-2.
 Samp, Indian (corn), X-1.
 Schappe (silk).
 Scoured wool, X-13.
 *Scrap iron and steel, X-2.
 Scrap rubber.
 Scrap tin, X-4.
 Second-hand clothing (woolen), X-15.
 Seeds, as follows:
 Cotton, X-1.
 **Garden*, X-1. (Individual licenses not required to Canada and Newfoundland for 50 pounds and under.)
 *Peas, X-1. (Individual licenses not required to Canada and Newfoundland for 50 pounds and under.)
 Sugar-beet.
 **Vegetable*, X-1. (Individual licenses not required to Canada and Newfoundland for 50 pounds and under.)
 Seedlac, X-2.
 Senega root.
 Sesquisulphide, phosphorus, X-2.
 *Shapes, 3 inches and larger, iron and steel (plain, i. e., not punched or formed), including angles, channels, beams, tees, and zees, X-26.
 Sheep, X-1.
 Sheep leather.
 Sheep manure.
 *Sheet bars, steel, X-2.
 Shellac, X-2.
 Shells, shotgun, X-2.
 Shin bones.
 Shoe upper leather, as follows:
 Goat and kid.
 Sheep and lamb.
 Shooks (oak, birch, mahogany, walnut), X-2.
 Shot (in bulk), X-2.
 Shotgun shells, X-2.
 Shotguns, X-2.
 Silk, as follows:
 Artificial, unmanufactured.
 Cartridge cloth, suitable for use as powder bags.
 Noils.
 Raw.
 Rubberized, suitable for use in the manufacture of aircraft.
 Schappe.
 Spun.
 Waste.
 Silver nitrate.
 Sirup, as follows:
 Beet, X-1.
 Cane, X-1.
 Corn, X-1.
 Invert sugar.
 Maple, X-1.
 Sisal and products manufactured therefrom, X-2.
 Skins (except fur).
 *Slabs, steel, X-2.
 Soda ash, X-2.
 Soda, compounds of. (See Sodium compounds.)
 Sodium compounds, as follows.
 Arsenate, X-2.
 Arsenite, X-2.
 Benzoate, X-2.
 Bichromate, X-2.
 Bromide, X-2.
 Carbonate, X-2.
 Chlorate, X-2.
 Cyanide, X-2.
 Hydrate, X-2.
 Hydroxide, X-2.
 Nitrate, X-2.
 Sole leather (including cut stock), X-3.
 Soup paste, X-1.
 Soya-bean meal, X-1.
 Soya-bean oil, X-1.
 Soya beans.
 Spaghetti, X-1.
 Spices.
 *Spiegeleisen (frequently described as "specular iron" and "mirror iron"), X-26. (See Ferroalloys.)
 Spirits, methylated, X-2.
 Splittings, mica.
 Sprouts, malt.
 Spruce wood. (See Wood.)
 Spun silk.
 Stamps, canceled and uncanceled, as follows:
 Postage.
 Revenue.
 Stamps of similar character.
 Starch, corn, X-1.
 Staves (oak, ash, birch, mahogany, walnut), X-2.
 Stearin, X-1.
 Steel. (See Iron and steel.)
 Stones, precious, of all kinds.

Sugar, X-1.
 Sugar-beet seed.
 Sulphates, all, X-2.
 Sulphonated castor oil, X-2.
 Sulphur, X-2.
 Sulphuric acid and its salts, X-2.
 Sumac extracts, X-2.
 Sunn fiber, X-2.
 Superphosphate, X-2.

T.

Tallow.
 Tampico fiber, X-2.
 Tankage.
 Tanning extracts, all, X-2.
 Tapioca, X-1.
 Tapioca flour, X-1.
 Tea.
 Terne plate, X-4.
 Tetrachloride, carbon.
 Tetrachlormethane.
 Tetranitroaniline.
 Tetranitromethylaniline, X-2.
 Tetranitroethylaniline, X-2.
 Thigh bones.
 Timber. (See Wood.)
 Tin, as follows:
 Block, X-4.
 Empty containers, X-4.
 Metallic, X-4.
 Metallic pipe, X-4.
 Ore, X-4.
 Pig, X-4.
 Plate, X-4.
 Scrap, X-4.
 Tolidin and its salts, X-2.
 Toluene and its derivatives, X-2.
 Toluidine, X-2.
 (Orthotoluidine.)
 (Paratoluidine.)
 Toluol and its derivatives, X-2.
 Tomato paste, X-1.
 Tomatoes, canned, X-1.
 Tools, as follows:
 *Copper, X-2. (Individual licenses
 not required to Canada and
 Newfoundland.)
 Tops, worsted, X-13.
 Trinitrophenol, X-2.
 Trinitrotoluol, X-2.
 Tula, fiber, X-2.
 Tuna fish, canned, X-1.
 Turkey-red oil.
 Twine, binder, X-2.

V.

Vegetable fibers, except cotton (includes coco fiber, flax, jute, kapok, hemp, maguey, piassaba, ramie, sisal, istle, Tampico, Manila, sunn, rice root, tula, and the like), X-2.
 Vegetable fibers, products manufactured therefrom, except cotton, hemp, and Manila, X-2.
 Vegetables. (See Beans, Corn, Peas, and Tomatoes; also Seeds.)
 *Vegetable seed, X-1. (Individual licenses not required to Canada and Newfoundland for 50 pounds and under.)
 Velvet beans, X-1.
 Veneer and plywood of all kinds.
 Vermicelli, X-1.

W.

Walnut barrel heads, X-2.
 Walnut shooks, X-2.
 Walnut wood, X-2. (See Wood.)
 Waste, as follows:
 Alpaca, X-13.
 Camel's hair, X-13.
 Cashmere, X-13.
 Journal, containing wool, X-16.
 Mohair, X-13.
 Woolen, X-13.
 Worsted, X-13.
 Of all similar hairs, X-13.
 Waste, silk.
 Wax, paraffin.
 Wheat, X-1.
 Wheat, products of, X-1:
 Biscuits, X-1.
 Bread, X-1.
 Cereals (wheat), X-1.
 Crackers, X-1.
 Farina, X-1.
 Flour, X-1.
 Macaroni, X-1.
 Noodles, X-1.
 Soup paste, X-1.
 Spaghetti, X-1.
 Vermicelli, X-1.
 Wood,¹ as follows:
 Ash, X-2.
 Birch, X-2.
 Chestnut, X-2.
 Fir timber, X-2.

¹ Under the heading of Wood (Ash, Birch, Chestnut, Fir timber, Mahogany, Oak, Quebracho, Spruce, and Walnut) the following are included:

Logs: Timber, round, hewn, sawed, sided, or squared.

Lumber: Manufactured in all dimension sizes for commercial uses, including woods suitable for gunstocks, airplane propeller blades, veneers for airplane and hydroplane bodies, airplane and hydroplane frames, ordnance construction; walnut, mahogany, or birch wood cut for parquet flooring.

Partly manufactured articles in an unfinished shape that are to be completed into a finished article at the point of destination when made from the specified woods, such as K/D desks and barrels, furniture stock, parquet flooring, cooperage, etc.

Individual licenses are *not* required for completely manufactured articles made of woods specified above, such as desks, furniture, barrels, casks, etc., when exported to Canada and Newfoundland. To all other countries individual licenses for such articles are required.

Wood—Continued.

Mahogany, X-2.
Oak, X-2.
Quebracho, X-2.
Spruce.
Veneer and plywood of all kinds.
Walnut, X-2.
Yellow pine, measuring 12 inches
by 12 inches and larger size, or
25 feet long and longer, X-2.

Wood alcohol, X-2.

Wood ashes, X-2.

Wood pulp, X-2.

Wool, as follows:

In the grease, X-13.

Manufactures of, X-5.

Pulled, X-13.

Scoured, X-13.

Woolen by-products, X-13.

Woolen clips, X-13.

Woolen clothing (second-hand), X-15.

Woolen rags, X-13.

Woolen waste, X-13.

Woolen yarns, X-13.

Worsted, as follows:

By-products, X-13.

Clips, X-13.

Manufactures of, X-5.

Noils, X-13.

Rags, X-13.

Tops, X-13.

Waste, X-13.

Yarns, X-13.

Worsted pins, X-2.

Y.

Yarns, as follows:

Woolen, X-13.

Worsted, X-13.

Yellow pine, measuring 12 inches by
12 inches and larger size, or 25 feet
long and longer, X-2.

Yellow phosphorus, X-2.

EXHIBIT VIII.

ALLOCATION OF CAUSTIC SODA EXPORTS—CAUSTIC SODA QUESTIONNAIRE.

To the WAR TRADE BOARD, BUREAU OF EXPORTS,
Washington, D. C.

SIRS: The undersigned hereby represent and declare that the undersigned, under their own name, exported from the United States and its possessions to the countries specified on the list hereunto attached, the quantities of caustic soda (sodium hydroxide), set opposite the respective names of said countries during the 12 months' period, July 1, 1916, to June 30, 1917, inclusive, and that said amounts are correct and in conformity with their books and records.

This statement includes no shipment of caustic soda manufactured or owned by the undersigned which was exported on bills of lading on which any other commission house, forwarding agent, or exporter appears as shipper.

Name_____

By_____

As_____

Address_____

Dated_____

INSTRUCTIONS AS TO EXECUTION OF FORMS REFERRED TO IN BUREAU OF EXPORTS LETTER OF MARCH 30, 1918, RELATING TO CAUSTIC SODA.

1. In this report no information is desired concerning commodities other than caustic soda shipped to the countries specified on the list.
2. The quantity must be specified in the second column.
3. The unit of measure is pounds, not dollars or other unit of value, nor boxes, cases, drums, or packages.
4. The cover sheet should be fastened to the statistical sheets, should be signed by the individual, or, in the case of a copartnership, by a member thereof; or in the case of a corporation, by an officer who is authorized to sign on behalf of the corporation.
5. One copy should be forwarded to the Bureau of Exports, 1435 K Street, Washington, D. C. The other copy is for your convenience in keeping a record.
6. Answers must be written legibly, or typewritten, if possible. These blank forms are sent to you conveniently arranged for this purpose.
7. The name of the exporter should be typewritten or legibly written at the bottom of each sheet.

Country.	Quantity.	Unit of measure: Pounds.	Reserve for offi- cial use.
Canada, including Nova Scotia.....			
Newfoundland, including Labrador.....			
St. Pierre and Miquelon.....			
Mexico.....			
Bermuda.....			
Cuba, including Isle of Pines.....			
British West Indies, including Barbados, Jamaica, Trinidad, Tobago, Ba- hamas (i. e., Andros, Abaco, Grand Bahama, New Providence, Harbor Island, Great Inagua, Eleuthera, and Long Island); Turk's Island, Cai- cos, Cayman Islands, Morant Cays, Pedro Cays, Leeward Islands (i. e., Antigua, Barbuda, Redonda, St. Kitts, Nevis, Anguilla, Dominica, Montserrat, Virgin Islands—Tortola, Anegada, and Virgin Gorda); Wind- ward Islands (i. e., St. Lucia, St. Vincent, Grenadines, and Grenada)...			
French West Indies, including Martinique, Gaudeloupe, Desirade, French St. Martin, Marie Galante, St. Bartholomew, and Les Saintes.....			

Country.	Quantity.	Unit of measure: Pounds.	Reserve for official use.
Dutch West Indies, including Curaçao, Dutch St. Martin, St. Eustakius, Saba, Aruba, and Buen Ayre.....			
Dominican Republic (Santo Domingo).....			
Haiti.....			
Guatemala.....			
Honduras, including Bay Islands (i. e., Roatan, Utila, and Bonaca).....			
British Honduras.....			
Salvador.....			
Nicaragua.....			
Costa Rica.....			
Panama (excluding Canal Zone).....			
Brazil.....			
Argentina, including Eastern Tierra del Fuego.....			
Bolivia.....			
Chile, including Western Tierra del Fuego.....			
Colombia.....			
British Guiana.....			
Dutch Guiana.....			
French Guiana.....			
Ecuador, including Galapagos Islands.....			
Paraguay.....			
Peru.....			
Uruguay.....			
Venezuela.....			
Falkland Islands.....			
Japan, including Korea, Formosa, Kurile Islands, and Japanese Saghalien.....			
China, including Manchuria, Mongolia, East Turkestan, Tibet, and Island of Hainan.....			
British China, including Hong Kong.....			
French China.....			
Japanese China, including Port Arthur and Dairen.....			
Former German China (Kiao-Chau).....			
French Indo-China, including Tong-King, Annam, Laos, Cambodia, and Cochin China.....			
Siam.....			
Malay Peninsula, including Malacca, Selangor, Perak, Singapore, Penang, Pahang, Kelantan, Trengganu, Kedah, Johore, Negri-Sembilan.....			
British India, including Eastern Bengal, Assam, Burma, Laccadive Islands, Maldive Islands, Andaman Islands, Nicobar Islands.....			
French India, including Chandernagor, Karikal, Pondicherry, Yanaon, and Mahe.....			
Portuguese India, including Damao, Diu, and Goa.....			
Dutch East Indies, including Dutch Borneo, and Dutch New Guinea.....			
British East Indies, including British North Borneo, Sarawak, Brunei, Labuan, Christmas Island, Keeling Islands, and British New Guinea.....			
Portuguese East Indies, including Macao Islands and Northeast Timor.....			
Ceylon.....			
British Oceania, including Fiji Islands, Gilbert Islands, Solomon Group, Tonga, etc.....			
French Oceania, including New Caledonia, Marquesas, Society Islands, etc.....			
Former German Oceania, Kaiser Wilhelm Land (northeast New Guinea), Marianas, Caroline and Pelew Islands, Bismarek Archipelago.....			
Australia, including Tasmania.....			
New Zealand.....			

Name of exporter

EXHIBIT IX.

APPROPRIATIONS AND EXPENDITURES.

Section I.

ANALYSIS OF APPROPRIATIONS TO THE WAR TRADE BOARD DURING THE FISCAL YEARS 1918 AND 1919.

The accompanying statement of funds available for the operation of the War Trade Board for the fiscal year ending June 30, 1918, shows that the Board secured its funds in 10 different allotments. Six of these allotments were made from the National Security and Defense Fund, two from the expenses for enforcing the trading with the enemy act, and one a specific allotment for salaries and expenses of the War Trade Board.

For the fiscal year beginning July 1, 1918, Congress made a specific appropriation of \$3,500,000 for salaries and expenses for the operation of the War Trade Board, and this constituted the bulk of the operating funds. Of this amount an item of \$50,000 was transferred to the Treasury and credited to the appropriation "Regulating commerce, etc., Panama Canal, 1919." One allotment of \$100,000 made from the National Security and Defense Fund was used solely for defraying the expenses of the foreign agents of the War Trade Board. When the price section and the industrial conditions section of the War Industries Board were transferred to the War Trade Board in January, 1919, the sum of \$48,700 was transferred to the War Trade Board from the appropriation "Salaries and expenses, War Industries Board, 1919."

It will be noted also that a specific allotment was made of \$5,000,000 for use as a revolving fund in connection with an investigation into and the improvement of the economic condition of Russia. The plan of handling this fund was later changed and the entire fund was returned to the Treasury, so that the sole operating fund of the Board for the fiscal year beginning July 1, 1918, consisted of items aggregating \$3,600,000.

Section II(a).

STATEMENT OF APPROPRIATIONS FISCAL YEAR 1918—AUGUST 27, 1917, TO JUNE 30, 1918.

Appropriation.	Allotments.
1. National Security and Defense, Exports Administrative Board: Aug. 27-----	\$250,000
2. National Security and Defense, Executive, War Trade Board: Nov. 15-----	\$250,000
3. ¹ Jan. 15-----	600,000
	850,000
Expenses, trading with enemy act, Executive, 1918, War Trade Board:	
4. Oct. 31-----	\$25,000
5. Feb. 3-----	155,000
	180,000
National Security and Defense, Executive, War Trade Board, reimbursable:	
6. ¹ Mar. 26, 1918-----	200,000
Salaries and Expenses, War Trade Board, 1918:	
7. Apr. 5, 1918-----	800,000

¹ Under date of Apr. 17, 1918, \$15,000 from appropriation No. 3 and \$85,000 from appropriation No. 6 were transferred to the reimburseable account, for use of foreign representatives.

National Security and Defense, Executive, War Trade Board, erecting temporary building, Washington, D. C.:	
8. Jan. 25, 1918 -----	750, 000
National Security and Defense, Executive, War Trade Board:	
9. Jan. 25, 1918 -----	5, 500
National Security and Defense, Executive, War Trade Board:	
10. June 7, 1918 -----	300, 000
Total -----	3, 335, 500

Section II(b).

FISCAL YEAR 1919—JULY 1, 1918, TO JUNE 30, 1919.

Appropriation.	Allotments.
Salaries and expenses, War Trade Board, 1919:	
July 5, 1918 -----	\$3, 500, 000
War Industries Board:	
Jan. 13, 1919 -----	48, 700
National Security and Defense, War Trade Board, 1919, foreign agents:	
July 23, 1918 -----	100, 000
Economic condition of Russia:	
Oct. 24, 1918 -----	5, 000, 000
Total, 1919 -----	8, 648, 700
Salaries and expenses, War Trade Board, 1919, transferred to Treas- ury for regulating commerce, etc., Panama Canal, Executive or- der:	
Nov. 27, 1918 -----	\$50, 000
Economic condition of Russia, transferred to Treasury ---	4,993, 500
	5, 043, 500
Balance -----	3, 605, 200

Section III(a).

Expenditures of the War Trade Board.

AUG. 27 TO DEC. 31, 1917.

	Pay roll.	Travel expenses.	Equipment.	Stationery and supplies.	Printing and binding.	Rent, heat, light, water, power, etc.	Building repairs.	Telephone, telegraph, cables.	News-papers, periodicals, books.	Mimeograph.	Miscellaneous.	Total.
Total (unclassified) 1.....	\$279, 274. 87	\$46. 63	\$105, 636. 88	\$37, 898. 07	.....	\$26, 135. 32	.....	\$8, 441. 85	.....	.....	\$2, 679. 69	\$460, 113. 31
JAN. 1 TO JUNE 30, 1918.												
Washington bureaus:												
Administration.....	\$152, 216. 16	\$813. 95	\$44, 904. 97	\$39, 288. 02	\$13, 145. 60	\$32, 679. 02	\$7, 823. 52	\$8, 557. 07	\$66. 42	\$2, 382. 61	\$8, 334. 93	\$310, 212. 27
Branches and Customs.....	18, 661. 83	909. 25	1, 464. 57	5, 130. 01	5, 233. 55	11, 112. 81	716. 11	5, 643. 55	.....	79. 18	11. 14	38, 962. 00
Contraband Committee.....	11, 795. 29	5. 25	311. 90	122. 61	11. 25	445. 50	472. 11	4, 328. 50	.....	3. 20	.....	17, 493. 61
Enemy Trade.....	89, 856. 37	265. 34	19. 30	532. 16	938. 80	3, 507. 19	2, 470. 61	7, 894. 34	.....	25. 05	56. 97	105, 566. 13
Executive.....	41, 762. 20	68. 24	5, 116. 47	1, 964. 83	12, 623. 85	4, 229. 39	3, 733. 33	45, 156. 16	1, 911. 73	667. 56	63. 90	117, 367. 66
Exports.....	308, 721. 71	4, 006. 84	21, 192. 90	13, 105. 67	6, 533. 10	14, 727. 65	12, 011. 45	46, 703. 20	.....	1, 975. 54	3, 892. 39	432, 870. 55
Foreign Agents.....	9, 631. 69	25, 459. 20	.....	133. 77	133. 77	599. 94	466. 63	5, 873. 64	5. 36	.....	5. 57	42, 386. 16
Imports.....	50, 367. 81	1, 599. 43	6, 810. 68	210. 36	1, 887. 56	4, 529. 52	3, 728. 18	15, 515. 08	.....	632. 75	44. 56	87, 898. 58
Research.....	50, 039. 76	157. 89	7, 770. 45	1, 495. 91	77. 07	2, 836. 33	2, 173. 15	586. 02	.....	86. 98	32. 68	63, 683. 29
Tabulation and Statistics.....	79, 687. 52	89. 40	7, 770. 45	8, 676. 91	357. 62	4, 103. 13	3, 576. 91	418. 77	.....	41. 96	4, 013. 98	108, 736. 65
Transportation.....	34, 462. 30	333. 35	2, 998. 05	1, 853. 11	1, 302. 18	1, 588. 32	15, 896. 59	157. 44	.....	157. 44	16. 71	60, 393. 49
War Trade Intelligence.....	154, 698. 14	8, 655. 29	19, 621. 04	10, 493. 85	2, 338. 19	7, 558. 29	6, 214. 93	71, 998. 11	14. 61	543. 22	72. 41	282, 208. 08
Total.....	1, 001, 900. 78	42, 363. 43	116, 407. 83	85, 656. 45	44, 582. 54	78, 257. 09	44, 942. 37	228, 531. 03	1, 998. 12	6, 595. 59	16, 545. 24	1, 667, 780. 47
B' anch offices:												
Boston.....	6, 892. 51	317. 34	1, 451. 90	370. 56	187. 48	.....	.....	731. 29	23. 82	25. 16	34. 20	10, 034. 26
Chicago.....	9, 179. 97	84. 30	1, 654. 70	970. 25	295. 99	1, 033. 77	.....	986. 15	.....	18. 43	90. 33	14, 313. 89
Detroit.....	1, 460. 86	221. 00	220. 80	59. 47	35. 69	6. 25	.....	74. 39	.....	6. 91	5. 70	2, 091. 07
Eagle Pass.....	1, 868. 33	134. 10	537. 40	24. 19	5. 38	165. 00	.....	22. 62	.....	.....	26. 35	2, 783. 50
El Paso.....	1, 921. 67	13. 75	144. 90	10. 03	21. 68	.....	.....	3. 87	.....	.....	.....	2, 116. 03
Galveston.....	3, 775. 94	201. 99	334. 85	70. 06	30. 35	.....	.....	46. 74	.....	.....	.....	4, 460. 34
Houston.....	8, 300. 00	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	300. 00
Laredo.....	1, 179. 00	75. 72	281. 75	17. 14	22. 08	.....	.....	1. 91	.....	.....	12. 50	1, 590. 36
Los Angeles.....	3, 232. 00	39. 25	635. 90	115. 32	69. 68	350. 00	24. 50	205. 42	.....	.....	13. 50	4, 686. 26
Mobile.....	2, 353. 72	187. 12	75. 40	143. 04	24. 06	.....	.....	89. 96	.....	.....	10. 00	2, 883. 61
New Orleans.....	10, 341. 61	213. 62	1, 647. 92	144. 37	79. 83	774. 12	.....	5, 297. 93	.....	1. 28	22. 85	18, 523. 33

New York.....	103,809.95	1,491.80	13,572.77	5,242.03	2,736.08	2,258.27	140.00	3,947.99	21.00	98.35	1,277.00	134,655.84
Nogales.....	1,915.83	129.75	191.30	43.58	26.05	89.62	40.66	31.15	.....	.30	28.50	2,496.74
Norfolk.....	1,443.34	20.00	366.75	11.60	.....	.....	.....	786.27	.....	.....	.....	2,627.96
Philadelphia.....	4,213.43	123.60	971.99	47.89	106.76	1,229.57	.....	137.78	.....	4.39	21.74	6,857.15
Portland.....	1,735.56	267.75	.....	.....	7.55	.....	.....	1.98	.....	.....	.....	2,013.10
San Francisco.....	9,381.04	1,018.32	2,259.41	1,130.14	105.05	.....	.....	899.02	12.06	1.28	27.75	14,834.07
Savannah.....	3,484.69	124.70	510.16	105.61	37.81	682.50	.....	104.90	.....	2.17	36.55	5,149.09
Seattle.....	5,015.28	499.84	804.31	159.57	20.23	634.50	.....	276.84	8.00	1.85	9.50	7,429.92
St. Louis.....	1,555.95	86.50	389.58	21.05	42.77	250.00	.....	104.18	.....	.31	5.50	2,435.84
Total.....	175,100.68	5,250.45	26,051.79	8,685.90	3,854.52	7,473.60	205.16	13,810.39	64.88	162.62	1,622.57	242,282.56
Combined totals.....	1,177,001.46	47,613.88	142,459.62	94,342.35	48,437.06	85,730.69	45,147.53	242,341.42	2,063.00	6,758.21	18,167.81	1,910,063.03

¹ The figures for this period classified by bureaus and branch offices were not available.

Section III(b).

Expenditures of the War Trade Board.

JULY 1 TO DEC. 31, 1918.

	Pay roll.	Travel expenses.	Equipment.	Stationery and supplies.	Printing and binding.	Rent, heat, light, water, power, etc.	Building repairs.	Telephone, telegraph, cables.	News-papers, periodicals, books.	Mimeograph.	Miscellaneous.	Totals.
Washington bureaus:												
Administration.....	\$157,939.51	\$139.73	\$4,796.85	\$13,734.90	\$797.15	\$2,194.21	\$5,610.12	\$1,212.18	.....	\$546.37	\$71.62	\$187,042.64
Branches and Customs.....	22,599.05	801.01	652.35	580.44	397.62	190.81	278.02	8,104.80	.....	243.55	.....	33,847.65
Contraband Committee.....	16,548.69	53.74	138.58	440.73	7.86	168.55	208.24	332.29	.....	.67	.....	17,899.35
Enemy Trade.....	14,263.01	.....	411.28	431.40	239.72	190.81	301.27	3,947.30	.....	1,006.01	5.00	19,796.88
Executive.....	75,683.44	46.89	2,934.33	3,802.55	12,960.35	763.20	1,354.80	50,153.16	155.83	37.92	.....	148,868.56
Executive Special.....	11,201.55	340.26	4,455.82	589.64	52.66	117.65	217.59	17,288.87	.....	10,215.12	2.25	397,261.09
Exports.....	376,488.35	799.36	8,667.94	14,262.47	4,271.76	2,098.80	3,743.71	1,948.03	.....	16.07	.....	11,409.81
Foreign Agents.....	9,337.29	9.51	790.51	395.74	85.46	95.39	131.81	548.03	.....	4,415.18	.....	133,118.52
Imports.....	89,425.67	1,024.07	342.17	1,779.16	1,692.20	763.20	1,104.87	32,572.00	.....	185.94	.50	186,452.16
Research.....	159,879.40	306.22	19,267.58	3,930.91	1,354.21	437.62	968.32	121.46	.....	1,121.46	.....	148,356.28
Tabulation and Statistics.....	123,886.34	.....	10,156.50	12,399.11	310.20	802.60	1,121.46	5,430.58	.....	712.51	.....	55,463.73
Transportation.....	43,883.31	261.33	1,529.23	760.19	2,036.17	381.60	450.81	55,796.19	.....	1,121.03	.....	352,986.16
War Trade Intelligence.....	267,392.57	1,654.59	4,109.36	17,530.98	1,690.08	1,333.61	2,356.65	.....	.....	.....	.....	.....
Total.....	1,362,031.38	5,436.71	58,252.50	70,637.32	25,915.44	9,540.05	17,847.67	140,929.12	155.83	18,692.53	79.37	1,709,517.92
Branch offices:												
Boston.....	9,179.92	50.31	87.64	338.22	624.32	.....	.....	140.60	.....	6.97	6.00	10,433.98
Chicago.....	10,815.38	32.00	701.30	487.96	790.67	683.01	36.00	64.51	.....	13.23	41.95	13,666.01
Cincinnati.....	543.83	49.58	312.37	48.99	.....	.....	.....	.....	.....	.....	1.95	956.72
Detroit.....	2,404.09	.....	73.30	59.59	162.46	.....	.....	15.00	.....	1.82	.....	2,642.96
Eagle Pass.....	2,396.67	.....	31.40	24.04	30.76	99.00	.....	11.00	.....	.16	2.70	2,763.03
El Paso.....	2,493.32	.....	3.00	126.58	56.51	46	.....	15.56	.....	2.40	.....	2,633.39
Galveston.....	3,153.29	.....	74.75	38.28	97.05	.....	.....	35	.....	.16	.....	3,397.88
Laredo.....	2,621.65	351.82	87.85	114.98	90.40	120.00	.....	55.67	.....	.82	3.25	3,177.41
Los Angeles.....	2,958.00	49.63	26.75	77.98	152.40	.....	.....	16.00	.....	16	.....	3,542.60
Mobile.....	1,962.24	.....	120.20	557.84	33.29	.....	.....	3,763.49	.....	2.50	13.74	2,130.16
New Orleans.....	8,971.87	67.55	3,817.45	4,258.52	472.73	303.83	442.00	2,118.08	36.30	78.37	370.04	14,077.16
New York.....	121,768.05	2,468.46	225.97	90.83	8,731.30	13.20	.....	6.78	.....	.16	26.43	144,088.57
Nogales.....	2,783.34	64.00	56.00	39.05	69.72	.....	.....	812.28	.....	1.48	.....	3,216.43
Norfolk.....	3,068.33	.....	145.80	167.69	329.99	250.00	.....	.....	.....	1.48	.....	4,039.66
Philadelphia.....	4,286.53	.....	.....	.....	19.41	.....	.....	.....	.....	16	.....	5,181.49
Portland.....	1,450.00	.....	.....	.....	569.91	.....	.....	30.32	.....	1.96	2.00	1,469.57
San Francisco.....	10,673.67	56.56	522.00	435.37	569.91	.....	.....	26.50	7.50	.....	.....	12,299.49
Savannah.....	2,293.29	.....	65.00	18.35	25.74	290.00	.....	74.81	.....	.63	3.95	2,725.17
Seattle.....	5,216.79	611.99	135.22	83.90	111.12	420.00	.....	31.76	.....	.44	3.25	6,657.71
St. Louis.....	2,319.96	.....	.....	62.95	174.96	100.00	.....	.....	.....	.....	.....	2,690.07
Total.....	201,360.22	3,927.30	6,486.00	6,883.22	12,542.74	2,279.04	478.00	7,182.71	43.80	112.22	494.41	241,789.66
Combined totals.....	1,563,391.60	9,364.01	64,788.50	77,520.54	38,458.18	11,819.09	18,325.67	148,111.83	199.63	18,804.75	573.78	1,951,307.58

See footnote to the following table.

JAN. 1 TO JUNE 30, 1919.

REPORT OF THE WAR TRADE BOARD.

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	Pay roll.	Travel expenses.	Equipment.	Stationery and supplies.	Printing and binding.	Rent, heat, light, water, power, etc.	Building repairs.	Telephone, telegraph, cables.	News-papers, periodicals, books.	Mimeograph.	Miscellaneous.	Totals.
Washington bureaus:												
Administration.....	\$97,063.20	\$1,013.86	\$3,192.01	\$6,227.38	\$1,271.44	\$4,249.13	\$1,006.85	\$2,233.67		\$75.27	\$974.42	\$117,367.23
Branches and Customs.....	22,784.52	2,591.52	520.51	287.02	408.90	377.59	91.28	11,998.63		172.23	3.53	39,255.73
Enemy Trade.....	7,086.47	54.85		13.54	10.73	377.60	19.69	4,661.08		2.86	3.53	12,230.35
Executive Special.....	49,430.41	884.19		2,224.11	14,745.21	1,510.36	327.18	98,252.92		363.57	14.13	168,305.42
Exports.....	8,811.85	939.59	1,502.16	178.70	20.18	566.37	22.74	643.49		2.94	9.49	9,491.60
Foreign Agents.....	138,536.77	2,401.66	1,689.10	700.89	1,184.67	4,153.44	294.65	1,001,788.20		11,613.53	38.85	91,855.16
Imports.....	6,029.21	1,071.62		261.93	23.28	638.36	7.58	5,626.05		15.83	1.77	13,675.63
Research and Statistics.....	37,316.71	1,824.23		188.48	315.75	1,783.95	92.40	58,407.35		3,336.51	14.13	108,279.51
Transportation.....	149,592.54	2,355.32	1,229.62	5,830.92	1,997.61	2,454.30	171.60	1,283.41		455.03	22.96	165,335.31
War Trade Intelligence.....	26,789.74	4,955.34	26.72	288.51	445.09	735.17	49.59	9,516.69		389.53	7.06	39,223.44
Price Section.....	113,297.40	4,775.43	368.25	3,429.15	945.00	2,643.11	518.78	52,589.33		787.57	24.73	179,378.74
	40,348.07	739.51	4,973.97	1,864.07	1,559.41		124.53	258.00		632.89		47,772.31
Total.....	697,086.89	19,607.12	2,471.16	18,569.16	22,927.27	19,509.38	2,786.87	185,294.42		17,847.75	1,110.41	987,210.43
Branch offices:												
Boston.....	6,003.90	141.33	4.54	98.41	117.60			638.16			32.00	7,035.94
Chicago.....	8,255.99	68.41	75.20	205.86	131.85	1,747.69		473.60			40.99	10,999.59
Cincinnati.....	1,177.05	22.08		1.30	1.00	137.50		46.16			9.00	394.09
Detroit.....	1,846.78			8.53	32.02			46.83			2.15	1,936.31
Eagle Pass.....	2,123.34	334.24		30.17	10.30	203.50		33.97				2,737.52
El Paso.....	2,020.07			.21	25.59			20				2,046.07
Galveston.....	2,437.13			12.26	12.52			40.19			3.00	2,505.10
Houston.....												
Laredo.....	1,736.63	167.61	69.00	28.64	50.42	12.50		32.39			8.00	2,125.19
Los Angeles.....	1,387.82			37.59	160.92	410.00		245.38			21.50	2,263.21
Mobile.....	1,587.12	27.35	62.86	17.31	12.69			80.20			19.40	1,806.93
New Orleans.....	5,390.72	90.10	290.50	4.65	89.00	1,185.56		2,850.96			13.00	9,833.49
New York.....	59,434.62	1,718.44	808.60	1,212.26	1,679.45	524.80		4,164.92			525.97	70,269.06
Norales.....	1,693.34	140.39	58.75	31.25	1,679.45	29.79		70.52			29.00	1,992.14
Norfolk.....	3,707.49	1.42			8.59			2,066.21			3.00	5,786.71
Philadelphia.....	3,066.12	17.66	267.22	50.55	79.69	1,125.00		432.18			13.34	5,051.76
Portland.....	755.00	1.00			4.03			15.67				775.70
San Francisco.....	6,265.36	105.52	168.80	154.66	45.70			741.29			37.59	7,518.92
Savannah.....	1,204.15		23.00	2.04	2.00	362.50		32.00			10.75	1,636.44
Seattle.....	3,525.01	203.65	61.40	56.69	7.52	630.00		143.46			32.60	4,600.33
St. Louis.....	2,415.54			30.41	34.16	350.00		82.23			14.70	2,927.04
Total.....	114,983.18	3,039.20	1,808.87	1,982.79	2,714.15	6,720.84		12,236.52			815.99	144,301.54
Combined totals.....	812,070.07	22,646.32	4,280.03	20,551.95	25,641.42	26,230.22	2,786.87	197,530.94		17,847.75	1,926.40	1,131,511.97

¹ The italicized figures represent refunds, canceled checks, and other credit items in excess of payments made, and have been subtracted in obtaining the total expenditures for the given bureaus.

Section III(d).

Summary of expenditures of the War Trade Board (Washington office only), classified by bureaus.

Bureaus.	Calendar year 1918.		Fiscal year 1919.	
	Amount.	Per cent of total.	Amount.	Per cent of total.
Administration.....	\$497,255	14.7	\$304,410	11.3
Branches and Customs.....	72,810	2.2	73,083	2.7
Contraband Committee.....	35,395	1.0	17,899	.7
Enemy Trade.....	125,363	3.7	32,027	1.2
Executive.....	266,236	7.9	317,174	11.8
Executive Special.....	17,013	.5	26,505	1.0
Exports.....	830,132	24.6	489,116	18.1
Foreign Agents.....	53,796	1.6	25,085	.9
Imports.....	221,017	6.5	236,398	8.8
Research and Statistics.....	¹ 507,228	¹ 15.0	500,204	18.5
Transportation.....	115,859	3.4	94,689	3.5
War Trade Intelligence.....	635,194	18.8	532,365	19.7
War Industries Division.....			47,772	1.8
Total.....	3,377,298	100.0	2,696,728	100.0

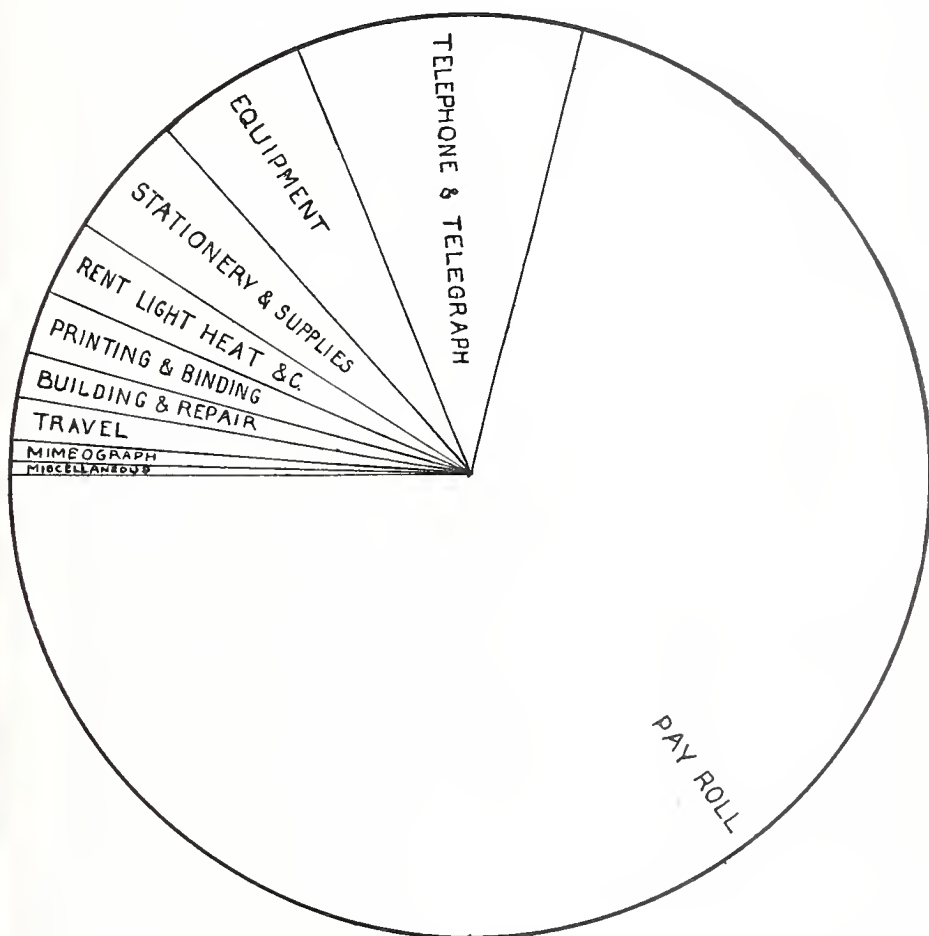
¹ Research..... \$250,135; 7.4 per cent.
 Tabulation and Statistics..... 257,093; 7.6 per cent.

Section III(e).

Summary of expenditures of the War Trade Board (Washington and branch offices), classified by items.

Items.	Fiscal year 1918: Aug. 27, 1917-June 30, 1918.		Fiscal year 1919: July 1, 1918-June 30, 1919.		Total Aug. 27, 1917-June 30, 1919.	
	Amount.	Per cent of total expenditures.	Amount.	Per cent of total expenditures.	Amount.	Per cent of total expenditures.
Pay roll.....	\$1,456,276	61.4	\$2,375,462	77.1	\$3,831,738	70.3
Travel expenses.....	47,661	2.0	32,010	1.0	79,671	1.5
Equipment.....	248,097	10.5	69,019	2.2	317,116	5.8
Stationery and supplies.....	132,240	5.6	98,072	3.2	230,312	4.2
Printing and binding.....	48,437	2.0	64,100	2.1	112,537	2.1
Rent, heat, light, water, power, etc..	111,866	4.7	38,049	1.2	149,915	2.7
Building repairs.....	45,148	1.9	21,113	.7	66,261	1.2
Telephone, telegraph, cables.....	250,783	10.6	345,643	11.2	596,426	10.9
Newspapers, periodicals, books.....	2,063	.1	200	.006	2,263	.04
Mimeograph.....	6,758	.3	36,653	1.2	43,411	.8
Miscellaneous.....	20,848	.9	2,500	.1	23,348	.4
Total.....	2,370,176	100.0	3,082,820	100.0	5,452,997	100.0

SECTION IV
EXPENDITURES OF THE WAR TRADE BOARD
FOR 1918
WITH DISTRIBUTION
BY CLASS OF EXPENDITURE



MISCELLANEOUS (INCLUDING NEWSPAPERS & PERIODICALS)	\$ 21,004.22
MIMEOGRAPH	\$ 25,562.96
TRAVEL	\$ 56,977.89
BUILDING AND REPAIR	\$ 63,473.20
PRINTING AND BINDING	\$ 86,895.24
RENT LIGHT HEAT ETC.	\$ 97,549.78
STATIONERY AND SUPPLIES	\$ 171,862.89
EQUIPMENT	\$ 207,198.12
TELEPHONE AND TELEGRAPH	\$ 390,453.25
PAY ROLL	\$ 2,740,393.06
TOTAL	\$ 3,861,370.61

SECTION V.

TOTAL EXPENDITURES OF BUREAUS AND BRANCH OFFICES,
WAR TRADE BOARD.

FROM SEPTEMBER, 1917, TO JUNE, 1919, BY MONTHS.

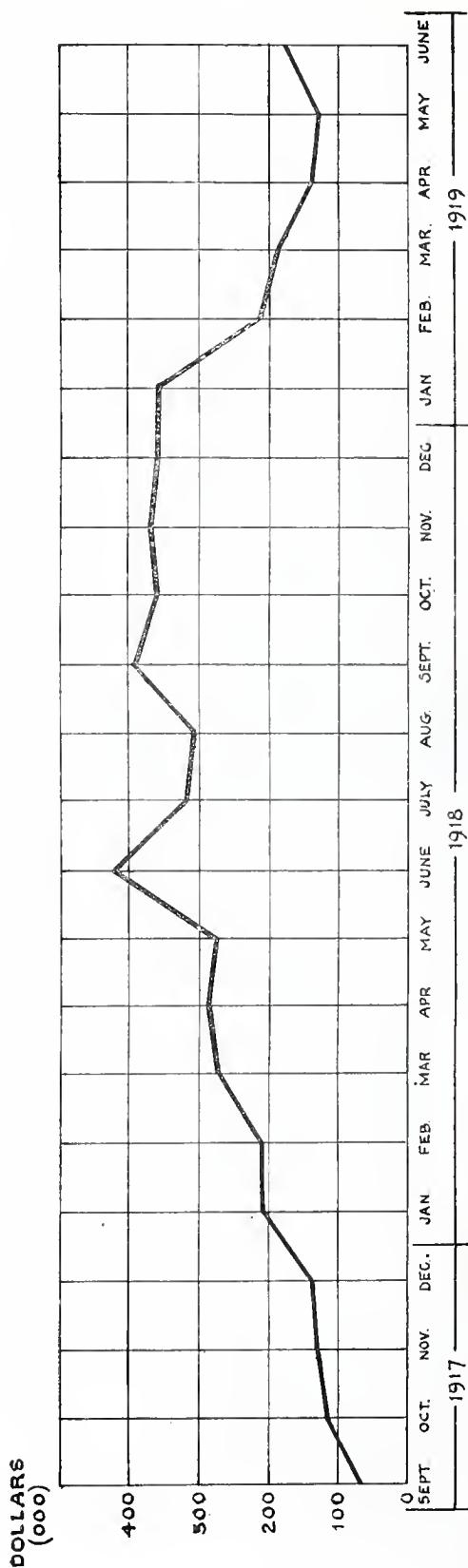


EXHIBIT X.

PERSONNEL OF THE WAR TRADE BOARD.

Section I.

Number of employees in the War Trade Board, by bureaus and branch offices.

[By pay-roll periods, 1917.]

	July		August		Septem- ber		Octo- ber		Novem- ber		Decem- ber	
	15	31	15	31	15	30	15	31	15	30	15	31
Total.....	68	167	177	301	385	500	638	716	987	1,171	1,368	1,526
Branch offices.....				16	46	65	77	82	88	115	134	150
Washington (only) ¹	68	167	177	285	339	435	561	634	899	1,056	1,234	1,376
Executive.....								20	35	35	35	35
Administration.....								216	261	321	351	381
Research.....								22	38	37	36	36
Tabulation and Statistics.....								70	84	84	90	95
War Trade Intelligence.....								21	52	84	87	89
Foreign Agents ¹									12	15	22	20
Exports.....								217	258	281	377	474
Imports.....								33	67	64	80	88
Transportation.....								14	27	33	47	44
Enemy Trade.....								21	65	102	109	114

[By pay-roll periods, Jan. to June, 1918.]

	January			Febru- ary		March		April		May		June	
	1	15	31	15	28	15	31	15	30	15	31	15	30
Total.....	1,526	1,651	1,731	1,663	1,637	1,847	1,948	2,170	2,266	2,292	2,273	2,276	2,315
Branch offices.....	150	173	196	205	207	243	302	396	417	425	407	406	410
Washington (only).....	1,376	1,478	1,535	1,458	1,430	1,604	1,646	1,774	1,849	1,867	1,866	1,870	1,905
Executive.....	35	48	42	41	31	36	37	35	40	39	45	49	54
Contraband Committee.....							27	29	29	29	28	31	33
Administration.....	381	344	349	298	274	284	280	292	379	392	379	380	353
Division of Information.....					18	20	21	24	23	25	30	27	30
Branches and Customs.....					38	36	32	38	37	38	36	34	32
Research.....	36	51	60	63	67	78	96	97	99	101	98	94	82
Tabulation and Statistics.....	95	111	115	116	115	145	155	172	183	214	215	225	236
War Trade Intelligence.....	89	110	139	153	161	187	222	247	274	276	295	317	377
Foreign Agents ²	20	23	23	21	17	15	10	9	10	9	8	8	8
Exports.....	474	524	540	524	481	540	500	574	538	514	507	474	468
Imports.....	88	95	95	96	97	137	138	143	140	147	146	149	150
Transportation.....	44	52	53	53	52	55	58	55	54	52	50	55	55
Enemy Trade.....	114	120	119	93	79	71	70	59	43	31	29	27	27

¹ Not classified by bureaus until Oct. 31.

² Figures given include only the personnel of the bureau in Washington. The "Foreign Agents" in the field, although an integral part of the War Trade Board organization, were on the pay roll of the State Department. On Nov. 11, 1918, they numbered 200.

REPORT OF THE WAR TRADE BOARD.

Section I—Continued.

[By pay-roll periods, July to Dec. 1918.]

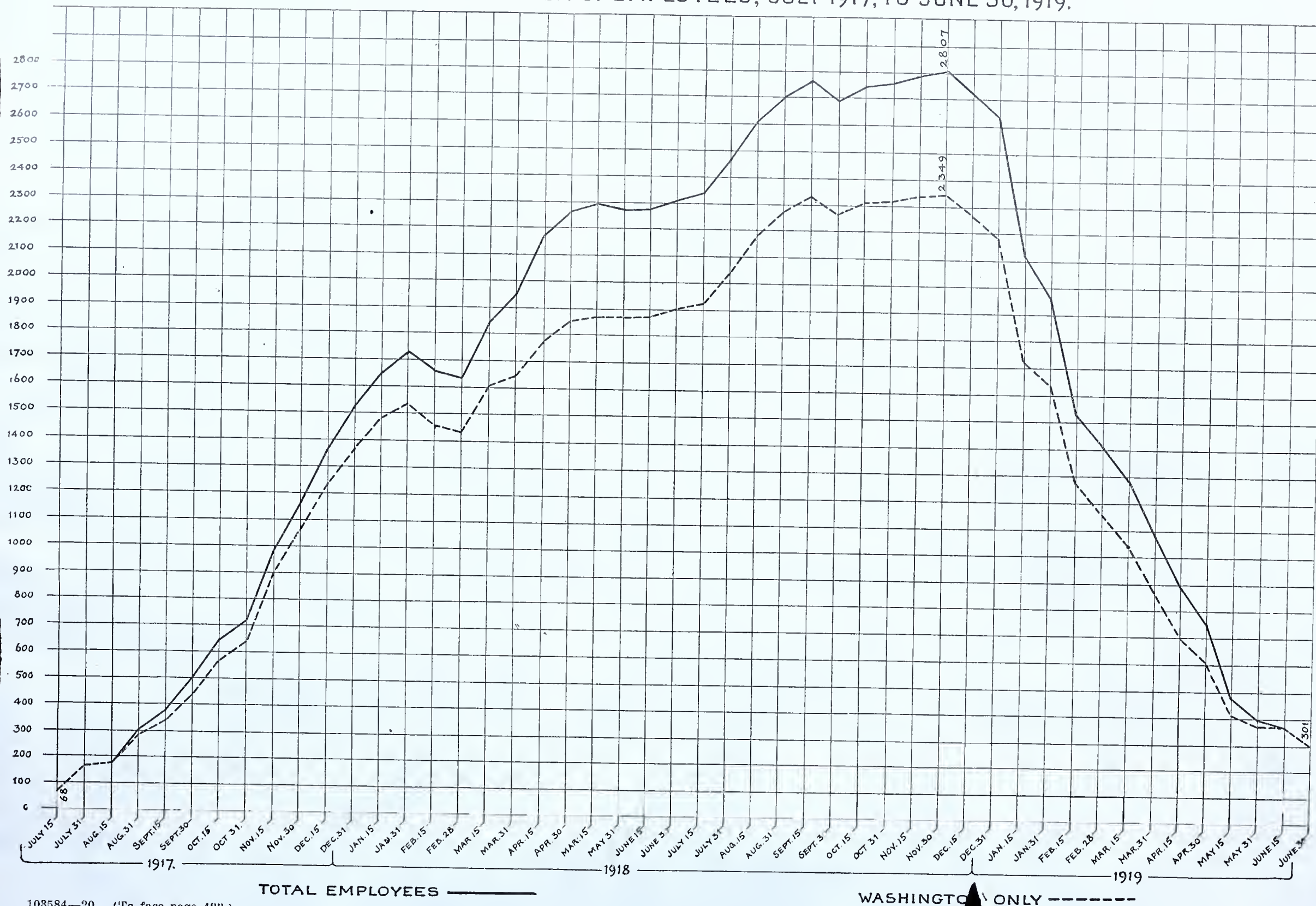
	July		August		September		October		November		December—	
	15	31	15	31	15	30	15	31	15	30	15	31
Total.....	2,344	2,478	2,616	2,705	2,769	2,691	2,747	2,756	2,789	2,807	2,725	2,644
Branch offices.....	421	427	435	430	431	428	431	435	451	458	459	458
Washington (only).....	1,923	2,041	2,181	2,275	2,338	2,263	2,312	2,321	2,338	2,349	2,266	2,186
Executive.....	52	58	66	65	66	61	67	71	73	73	64	63
Executive Special.....							15	22	34	37	38	39
Contraband Committee.....	35	35	34	32	32	31	31	9				
Administration.....	341	355	371	386	387	385	395	387	375	370	361	366
Division of information.....	31	32	35	38	37	37	43	42	42	40	41	40
Branches and Customs.....	34	34	35	34	36	34	36	38	33	39	38	35
Research.....	101	121	148	172	188	198	200	206	214	230	225	214
Tabulation and Statistics.....	252	283	296	336	330	308	291	284	285	275	271	262
War Trade Intelligence.....	378	393	443	444	455	436	442	436	425	409	393	383
Foreign Agents ¹	8	10	12	12	12	13	13	14	14	15	15	17
Exports.....	470	501	521	523	564	530	520	555	585	599	581	536
Imports.....	137	137	133	137	135	139	158	164	168	172	160	153
Transportation.....	58	56	62	69	66	68	67	68	65	66	64	62
Enemy Trade.....	26	26	25	27	30	23	24	25	25	24	15	16

[By pay-roll periods, 1919.]

	January			February		March		April		May		June	
	1	15	31	15	28	15	31	15	30	15	31	15	30
Total.....	2,322	2,120	1,965	1,524	1,416	1,290	1,088	894	755	478	390	368	301
Branch offices.....	459	373	327	246	255	243	218	22	141	68	23	.....	.....
Washington (only).....	1,863	1,724	1,638	1,278	1,161	1,047	870	701	614	410	367	368	301
Executive.....	56	56	52	43	39	38	32	29	29	25	25	25	24
Executive Special.....	30	24	14	7	6	6	6	5	5	5	4	5	5
Administration.....	348	339	303	209	106	153	151	123	120	107	107	107	75
Division of Information.....	34	36	36	33	33	28	19	19	18	16	15	15	12
Branches and Customs.....	37	35	31	30	29	28	25	22	22	12	10	10	9
Research.....	185	175	170	154	145	142	120	86	74	53	47	46	42
Tabulation and Statistics.....	231	223	188	170	164	147	94	76	52	10	5	4	4
War Trade Intelligence.....	353	339	312	220	203	183	141	118	95	32	21	20	19
Foreign Agents ¹	14	19	13	8	8	8	2	6	6	3	3	3	3
Exports.....	298	336	263	183	164	151	138	120	101	80	73	72	59
Imports.....	119	108	88	67	50	48	40	33	33	18	13	14	12
Transportation.....	48	48	47	41	41	37	32	26	22	19	18	20	18
Enemy Trade.....	10	9	8	7	9	6	13	12	11	12	9	10	9
War Industries Division ²			113	107	90	72	57	26	26	17	17	17	10

¹ See footnote on page 421.² War Industries Division was transferred from War Industries Board.

SECTION II. NUMBER OF EMPLOYEES, JULY 1917, TO JUNE 30, 1919.





Section III.

Tabulated list of employees of the War Trade Board, showing number in each bureau and rate of compensation as of Dec. 2, 1918.

	\$1.	Below \$1,200.	\$1,200.	\$1,200. \$1,260.	\$1,320. \$1,320.	\$1,400- \$1,440.	\$1,500.	\$1,600.	\$1,700- \$1,720.	\$1,800.	\$2,000.	\$2,100.	\$2,200.	\$2,300.	\$2,400- \$2,900.	\$3,000- \$3,500.	\$3,600- \$4,000.	\$5,000.	\$6,000.	Total.
Administration.....	4	231	47	6	10	23	17	10	.....	7	5	.....	.....	.....	6	4	.....	.....	.....	370
Enemy Trade.....	3	.....	11	.....	1	4	.....	.....	.....	2	.....	.....	.....	.....	2	1	.....	.....	.....	24
Executive and Division of Information.....	6	4	46	1	8	24	4	3	.....	4	1	1	1	.....	2	5	2	1	.....	113
Executive Special.....	.....	2	19	.....	1	.....	1	.....	1	.....	.....	.....	.....	.....	8	2	1	.....	.....	37
Exports.....	5	29	225	37	147	58	8	14	.....	13	6	.....	.....	.....	36	19	1	1	.....	599
Foreign Agents.....	.....	.....	5	.....	2	4	.....	1	.....	.....	.....	.....	1	.....	1	.....	2	.....	.....	15
Research.....	2	6	126	1	30	15	5	5	.....	4	7	.....	1	.....	10	8	7	1	.....	230
Imports.....	10	9	98	4	6	21	4	.....	.....	2	1	.....	.....	.....	14	3	.....	.....	.....	172
Transportation.....	.....	.....	.....	.....	.....	3	.....	.....	.....	6	.....	.....	.....	.....	1	.....	.....	.....	.....	66
Tabulating and Statistics.....	1	84	136	2	35	7	4	2	.....	2	.....	.....	.....	1	.....	3	.....	.....	.....	275
War Trade Intelligence.....	6	18	125	44	96	38	10	5	.....	15	11	.....	1	.....	26	13	1	.....	.....	409
Branches and Customs.....	.....	1	14	2	7	3	2	1	.....	3	.....	.....	.....	.....	4	2	.....	.....	.....	39
New York office.....	37	385	872	108	358	200	55	42	1	59	32	3	4	2	109	64	14	3	1	2,349
Other branches.....	21	236	24	.....	.....	.....	9	1	.....	11	1	1	.....	.....	5	.....	1	.....	.....	3,310
.....	11	90	23	.....	.....	2	3	.....	.....	2	4	.....	.....	.....	12	1	.....	.....	.....	148
Total.....	69	711	919	108	358	202	67	43	1	72	37	4	4	2	126	65	15	3	1	2,807

Section IV—Complete Personnel.

EXECUTIVE OFFICES.

PERSONNEL ON NOVEMBER 11, 1918.

Chairman, Vance C. McCormick.

CHAIRMAN OF THE WAR TRADE BOARD.

McCormick, Vance C., representative of Secretary of State.
 Young, Milton L., secretary.
 Brown, Grace D., clerk.
 Pagans, James A., messenger.

COUNSELOR AND MEMBER OF THE BOARD.

Chadbourne, Thomas L., jr., representative of Secretary of State.
 Kelleher, D. M., assistant to counselor.
 Andrews, J. L., secretary.
 Given, Elizabeth, stenographer.
 Perkins, Minnie S., clerk.

REPRESENTATIVE OF SECRETARY OF TREASURY AND MEMBER OF THE BOARD.

Strauss, Albert (Treasury Department).

REPRESENTATIVE OF SECRETARY OF AGRICULTURE AND MEMBER OF BOARD.

Taylor, Alonzo E.
 Gardiner, J. C. C., secretary.
 Stehle, Dr. R. L., statistician.
 Cole, Pauline, stenographer.

REPRESENTATIVE OF SECRETARY OF COMMERCE AND MEMBER OF BOARD.

Woolley, Clarence M.
 Kearns, Frank J., secretary.
 Cline, Mary F., stenographer.
 Wormington, Addie, typist.

REPRESENTATIVE OF FOOD ADMINISTRATOR AND MEMBER OF BOARD.

White, Beaver.
 Macy, W. Kingsland, assistant.
 Frothingham, Theodore, jr., assistant.
 Fuller, T. J. D., assistant.
 Hill, W. C., secretary.
 Goodwin, Etta R., assistant.
 Haines, Jean, stenographer.
 Pilson, Charlotte E., typist.
 Wilberton, Julia B., stenographer.

REPRESENTATIVE OF UNITED STATES SHIPPING BOARD AND MEMBER OF BOARD.

Gay, Edwin F.
 Sweeney, Arthur, assistant.

SECRETARY OF THE WAR TRADE BOARD.

Bennett, Lawrence.
 McGuire, Anne R., in charge of records and files.
 Pendleton, Agnes, secretary.
 Banton, B., stenographer.
 Christman, Besse, clerk and typist.
 DuBois, Joseph F., stenographer.
 Jordan, E., stenographer.
 Kent, Priscilla, clerk.
 Stover, May, clerk.
 Wertz, Minnie, clerk.
 Wetzol, Ethel, clerk.
 Young, Sarah L., typist.

ASSISTANT SECRETARY.

Hale, Shelton.
 Eyre, Elsie, stenographer.
 Slutsky, Mary, stenographer.

ASSISTANT TO SECRETARY.

Martin, Drelinecourt M.
 Burnett, Marguerite, clerk, outgoing cables.
 Dickens, Virginia I., typist.
 Faulkner, Margaret B., stenographer and follow-up.
 Gasson, Marie E., stenographer and typist.
 Guerrant, Elizabeth M., clerk.
 Hamer, Fayne, typist.
 Hegarty, J. E., typist.
 Jacobs, Margaret E., clerk, incoming cables.
 Leach, Roy, typist.
 McDonald, Laura, stenographer and typist.
 Mansuy, Francis, typist.
 Perkins, Lillian A., clerk.
 Schueppert, Louise K., typist.
 Simmons, Mabel, clerk.
 Thayer, Alva M., typist.
 Thornett, Dorothy, stenographer and typist.
 Underwood, Howard, messenger.
 Venne, Ruth M., stenographer.
 Weybright, Edith, clerk.

ASSISTANT TO SECRETARY.

Perret, St. John.
 Donath, Marian, clerk.
 Webb, Ruth L., stenographer.

ASSISTANT TO THE CHAIRMAN.

Dulles, Maj. John Foster, National Army.
 Jaretzki, Alfred, jr., assistant.
 Braxton, Virginia C., secretary.
 Fenwich, John E., stenographer (night).
 Ford, Hazel Helen, stenographer.
 Maguire, Elizabeth G., stenographer.

OFFICE MANAGER.

Burgess, Cephas W.
 Hill, Mildred, stenographer.

FOREIGN ADVISER.

Conger, Seymour B.
 Funk, Katherine, stenographer.

COMMERCIAL ADVISER.

Baldwin, A. H.

ADVISER ON MEXICO.

McCarthy, George J.
 Fletcher, George F., assistant.
 Galt, Jean, stenographer.
 Wilkens, Joan T., typist.

ADVISER ON SWITZERLAND.

Humes, Augustine L.
 Carrol, Elizabeth, stenographer.

CONTROLLER.

Straus, Herbert N.
 Rosenbaum, Arthur A., assistant.
 Cornelius, Edward B., assistant.
 Swiggett, Mary E., secretary.

Appointees separated before the armistice or appointed after the armistice.

Board members: May, George O.; Jones, Thomas D.; Munson, Frank C.; War-
 rington, George H.; Richards, C. Arthur.

Albert, Isabel B.
 Barton, Carlyle.
 Black, William J.
 Carter, Grace M.
 Close, Gilbert F.
 Cumings, Edna S.
 Early, Virginia.
 Fisher, William F.
 Folger, William A.
 Folmer, Martin C.
 Gilley, Wilfred H.
 Graving, W. E.
 Hart, Crystal.
 Heinkle, Augusta S.
 Herbert, Katherine E.
 Holmes, James.
 Hughes, Katherine E.
 Jeffras, Charles H.
 Johnson, Hilda M.
 Johnson, Mary I. A.
 Johnson, Norma Lee.
 Knowles, Kenneth E.
 Lawrens, Margaret C.

Levy, William B.
 McReynolds, Frederick W.
 Martin, Samuel L.
 Mason, Charles H.
 Maxwell, Albert C.
 Morris, John H.
 Morton, Gertrude A.
 Miller, Lawrence E.
 Navin, Julia.
 Nonemaker, Albert E.
 O'Connell, Helen J.
 Olsen, Harry E.
 Patterson, Georgia M.
 Rosenstein, David.
 Rogers, Laura G.
 Spofford, Edith C.
 Swann, Charles A., jr.
 Schwietert, Irene.
 Taylor, Roy.
 Teall, Margaret B.
 Thayer, William W.
 Upington, Lillian.
 Vaughn, J. Edmund.

AUDITORS.

Appointees separated before the armistice or appointed after the armistice.

Ferguson, Irving B.
 Harding, William K.

Johnson, Harry D.
 Mortimer, Morton L.

"EXECUTIVE SPECIAL" BUREAU (RUSSIAN BUREAU).

Director: Capt. H. B. Van Sinderen.

DIRECTOR.

Van Sinderen, H. B.
 Ormerod, F. Bernice, stenographer.
 Roberts, Lillian M., stenographer.
 Rosenstock, Fred A., night stenog-
 rapher.

Van Derwerker, Madeline, stenog-
 rapher.
 Wilson, Leonard, night stenog-
 rapher.
 Bushnell, William M., assistant.
 Graham, Olive, stenographer.
 Douglas, Robert C., assistant.

Moran, Susan, stenographer.
 Hopkins, Granville, assistant.
 Klippel, Norma P., stenographer.
 Lee, Frederic E., assistant.
 Johnson, Ranghild, stenographer.
 Ludlum, Clinton W., assistant.
 Marcan, Endicott, assistant.
 Sharrets, Edward P., assistant.
 Wilkening, Olga, stenographer.
 Stewart, John A., assistant.
 Wright, Lois K., stenographer.
 Walker, Ernest, assistant.
 Levan, Ruth, typist.

Davis, Nora L., chief clerk and stenographer.
 White, Lillian, stenographer.
 Burgess, Edward L., messenger.
 Cornwell, Russell O., night stenographer.
 Decker, Dorothy, clerk.
 Fortescue, Grace, typist.
 Laurens, Margaret C., typist.
 Mandelkern, Margaret, stenographer.

Appointees separated before the armistice or appointed after the armistice.

Aberg, H. L.
 Bradford, Donald S.
 Brion, Maurice J.
 Hornicek, John.
 Jopling, M. W.
 Middlekauff, Mary C.

Miltimore, Gladys E.
 Pan, C. M.
 Rowell, George W.
 Stanert, W. R.
 Scarritt, Horace S.
 Turner, Henry S.

THE BUREAU OF ADMINISTRATION.

PERSONNEL ON NOVEMBER 11, 1918.

Director: S. D. Maddock.

DIRECTOR.

Maddock, S. D.
 Kuhn, George A., assistant director.
 Hughes, Oliver B., assistant.
 Lewis, William H., assistant.
 Breese, Edna, stenographer.
 Schaefer, J. O., clerk.
 Gallahan, Mary, stenographer.

BUILDING, PURCHASING AND SUPPLIES,
 AND PRINTING.

Welsh, George W., assistant director.
 Broas, Helen B., typist.

(a) Purchasing and Supplies.

Klinger, A. E., assistant.
 Gibbs, A. L., assistant.
 Lowe, P. C., assistant.
 Anderton, W. E., typist.
 Coleburn, J. W., typewriter repair man.
 Ferris, Noel S., typist.
 McKee, S. W., stock clerk.
 Masterson, F. T., stock clerk.
 Olinger, Anna G., stenographer.
 Parker, W. A., typewriter repair man.

(b) Printing Division.

Tanner, Charles B., chief of division.
 White, Overton E., clerk.
 Wilkinson, Isabelle C., typist.

(c) Building Section.

Collins, Hayden W., superintendent of building.
 Corwin, Egbert E., assistant superintendent of building.
 Deeds, Ruth E., stenographer.
 Louth, Josephine M., typist.
 Johnson, William S., assistant.
 Clark, Charles M., superintendent of charwomen.
 Johnson, Hilliary, engineer.
 Sullivan, John H., superintendent of day porters.

(d) Telephone and Telegraph Section.

Davis, V. C., chief of division.
 Hickey, Rose C., chief telephone operator.
 Farrell, Blanch A., telephone operator.
 Genau, Frederick A., telephone operator.
 Guinn, Alma, telephone operator.
 Guyer, Annie P., telephone operator.
 Hillery, Sarah E., telephone operator.
 Kidwell, J. W., telegraph operator.
 McGinnis, Margaret, telephone operator.
 MacDonald, Elizabeth, telephone operator.
 Morrissey, Veronica, telephone operator.
 Raney, Edna, telephone operator.

(c) Construction and Repair Division.

Curran, George D., chief of division.
 Bealor, I. N., carpenter.
 Bohrer, S. B., electrician.
 Christenson, John W., copyist.
 Crotts, James H., carpenter.
 Dice, Robert McC., carpenter.
 Donnelly, W. F., clerk.
 Francis, George W., electrician.
 Garner, George T., carpenter.
 Herfurth, Nicholas, carpenter.
 Irwin, Richard F., electrician.
 Lang, C. F., painter.
 Lawrence, Helen A., typist.
 Lillis, John F., typist.
 McArtor, John, carpenter.
 Walcott, Frank, assistant engineer.

AUDITS AND ACCOUNTS DIVISION.

Spaid, M. J., chief of division.
 Williams, H. A., assistant.
 Thompson, D. B., auditor.
 Carr, Evelyn, clerk.
 Churchill, Frances, clerk.
 Corde, McConnell C., addressograph operator.
 Crancy, Mary B., stenographer.
 Forswall, Ellen M., clerk.
 Houpt, Ella, clerk.
 Lenfesty, Mildred V., typist.
 MacWilliams, Helen M., typist.
 Morrison, Mildred, clerk.
 Stokes, Ida M., clerk.
 Stuckert, A. E. S., clerk.
 Wyman, Mabel A., clerk.
 Yerby, Elsie L., typist.

APPOINTMENTS DIVISION.

Gans, E. W., appointment officer.
 Steincker, W. I., secretary.
 Bushby, William R., assistant.
 Wheat, Beulah H., assistant.
 Scully, Maude, assistant.
 McHugh, H., assistant.
 Baker, Kathryn, typist.
 Bowman, Beulah, stenographer.
 Breckenridge, Linnie, stenographer.
 Browne, Julie, clerk.
 Cross, Bertie M., stenographer.
 Donovan, Gertrude, stenographer.
 Evans, Lula M., stenographer.
 Fleming, Elizabeth, stenographer.
 Fraser, Catherine I., stenographer.
 Kaufmann, May G., stenographer.
 McCann, Margaret, clerk.
 McKittrick, Hazel, clerk.
 Moore, Doris, clerk.
 Stokes, Marjorie, typist.
 Waters, Linda, clerk.
 Winn, Della, typist.

DISBURSING OFFICE.

Omohundro, C. M., disbursing officer.
 Asbury, L. G., assistant.
 Copeland, Gertrude W., assistant.
 Mead, Autum H., stenographer.
 Riddle, Hattie L., typist.
 Strudley, Edna M., stenographer.

INQUIRY AND RECEPTION DIVISION.

Bell, Gordon Knox, chief of division.
 Baker, Mary D., assistant.
 Bokel, Dorothy, clerk.
 Craig, Elizabeth S., assistant.
 Drake, Louis L., assistant.
 Jevons, T. S., assistant.
 Maury, Abbie-Lowe, clerk.
 Ogden, Louis M., assistant.
 Holland, Cornelius, messenger.
 Johnson, Robert, messenger.

WELFARE DIVISION.

Nadler, Florence, chief of division.
 Carman, Sallie B., assistant.
 Tucker, Emery S., assistant.
 Clark, Ethel P., nurse.
 Lyle, Nellie, nurse.
 Mason, Irene, stenographer.
 Steuart, Linda, clerk.
 Thomson, Elsie A., clerk.

OFFICE SERVICE DIVISION.

Carl, Herman F., assistant director.
 Smith, Homer J., assistant.
 Hando, Ruth, stenographer.

(a) Mimeograph and Multigraph.

Howell, Gillie C., chief of section.
 Reading, Coulter S., assistant chief.
 Ballaguer, A., mimeograph operator.
 Baker, H. F., mimeograph operator.
 Bough, A., typist.
 Busey, Eva, multigraph operator.
 Dellinger, Eliza A., graphotype operator.
 Driggers, Jennie R., mimeograph operator.
 Essmann, Clemens J., multigraph operator.
 Fellnagel, Amanda C., typist.
 Howard, Anna T., mimeograph operator.
 Kincheloe, Myrtle, mimeograph operator.
 Lawrence, Richard R., mimeograph operator.
 Lovern, Zora, multigraph operator.

Preyer, Caroline S., typist.
 Ricker, Ruth M., graphotype operator.
 Smith, Benjamin F., addressograph operator.
 Spears, Grover, photostat operator.
 Sturgeon, R. A., multigraph operator.
 Temin, M., multigraph operator.
 Todd, Gertrude E., clerk.
 Todd, Helen A., clerk.
 Trumbo, Leola F., typist.
 Webster, M. R. D., mimeograph operator.
 Winter, Martha, typist.

(b) *Motor Section.*

Dickson, C., motorcycle operator.
 Jackson, Louis A., chauffeur.
 Lamar, M., motorcycle operator.
 McClure, F. D., chauffeur.
 Mitchell, C. H., chauffeur.
 Simpson, J. L., motorcycle operator.
 Spriggs, Nelson, chauffeur.
 Walls, C., motorcycle operator.
 Washington, Eugene, chauffeur.

(c) *Incoming and Outgoing Mail Section.*

Sikes, J. B., chief of outgoing mail.
 Towers, Lemuel, chief of incoming mail.
 Berkeley, Elmer S., chief of night force of outgoing mail.
 Risler, L. C., in charge of interoffice mail.
 Acton, Joseph E., delivering incoming mail.
 Bailey, Sumner P., clerk.
 Bonebrake, John S., clerk.
 Bryant, Joseph L., collector of outgoing mail (night force).
 Bryson, C. E., clerk.
 Dorsey, Frank, clerk.
 Edwards, Jesse, assistant.
 Garrett, William E., clerk.
 Harmon, C. E., clerk.
 Harris, Mordecai U., interoffice mail carrier.
 Haverstock, George M., clerk.
 McGlue, G. R., clerk.
 Moore, Sephyr A., clerk.
 Murray, Clarence L., clerk.
 Rembert, R. W., clerk.
 Ross, E. C., clerk.
 Sayles, H. B., delivering special mail (outside).
 Skinner, H. A., interoffice mail carrier.
 Thompson, Bessie C., clerk.
 Thompson, Rosier H., interoffice mail carrier.
 Tucker, Oscar R., clerk.

(d) *Messengers.*

Shackford, Moses A. C., in charge messengers.
 Atkins, Clifton H.
 Alcorn, Raymond.
 Arrington, L.
 Banks, Winslow.
 Barnes, Terry.
 Beall, Wilmer.
 Booker, R.
 Bowman, Charles.
 Brown, B.
 Brown, E.
 Butler, C.
 Butler, L.
 Cartwright, Charles.
 Chamberlain, A.
 Chism, Albert.
 Claflin, W.
 Cordove, Marcel.
 Coxen, Spencer.
 Daniels, R.
 Dawson, J.
 Gwathney, W.
 Hobbs, A.
 Holmes, Charles.
 Jackson, Clifton L.
 Johnson, William H.
 King, Charles.
 King, Glenn W.
 Lane, Samuel.
 McClure, William.
 Martin, Lawrence.
 Mitchell, Clarence.
 Moten, E.
 Neil, T. A.
 Pospisiel, Edward J.
 Quander, Charles.
 Saylor, E. E.
 Simmes, J.
 Skinner, Walter R.
 Suter, William A.
 Swann, E. A.
 Talbert, Milton.
 Thomas, L.
 Tignor, C.
 Van Norman, H.
 Wiggins, B. S.
 Williams, S.
 Wyand, Howard.

WATCHMEN.

Grupe, Albert, captain of the watch.
 Springer, R. M., captain of the watch.
 Sullivan, William J., captain of the watch.
 Austin, Martin G.
 Berger, Henry C.
 Brashears, J. T.
 Brodwater, Lloyd.
 Butler, Albert.
 Caywood, William E.
 Duehring, R. H. E.
 Freeman, William.

Gilhooly, Jas. T.
 Good, Jas. E.
 Gross, Samuel E.
 Harvey, William T.
 Howard, Thomas B.
 Humphrey, John W.
 Keefer, Alonzo.
 Knapp, Richard H.
 Lehman, Henry A.
 Love, Thomas S.
 Maghan, William H.
 Mesmer, P. F.
 Niedfeldt, Henry.
 O'Gorman, Patrick.
 Quackenbush, S. L.
 Rocca, Daniel C.
 Rothwell, Daniel.
 Seibert, Frank, jr.
 Tall, Joseph Edward.
 Trot, William C.
 Tuter, George F.
 Story, Eugene R.
 Swan, William W.
 Tucker, Thomas F.
 Tyler, William J.
 Wilkins, Edward S.

CHARWOMEN.

Ar, Louise.
 Ba, Laura.
 Ba, Anna.
 Berly, Gertrude.
 Be, Adele.
 Bks, Susan.
 Bkman, Emma.
 Bd, Lillian V.
 Bwn, Ella.
 Bwn, Martha.
 Bn, Anna May.
 Bg, Clara.
 Bgs, Gertrude.
 Bn, Martha.
 Bson, Mamie F.
 Beman, Lizzie M.
 Brry, Betty.
 Bd, Lucy.
 Beman, Mattie.
 Ben, Amanda.
 Ben, Emma.
 Beene, Annie.
 Bmes, Ella.
 Bssam, Annie.
 Bthridge, Fannie B.
 Brdin, Margaret.
 Brris, Caroline.
 Brrnes, Ethel.
 Bmes, Posha.
 Bckson, Frances.
 Bckson, Katie E.
 Bmson, Maud.
 Bnes, Alice.
 Bnes, Maud.
 Be, Hattie P.
 Be, Laura E.
 Be, Minnie.

Love, Mary E.
 Marshall, Mary.
 Marks, Lucinda.
 Mavritte, Addie.
 Milburn, Alice.
 Miller, Carrie H.
 Moore, Lola L.
 Morris, Cora P.
 Morton, Evelyn.
 Morton, Isabelle.
 Nelson, Mary.
 Pryor, Mary E.
 Pryor, Mary M.
 Ravnall, Elizabeth.
 Sales, Lucy.
 Styles, Sarah.
 Thornton, Augusta F.
 Tyler, Elizabeth.
 Ward, Cora.
 Warden, Adline.
 Washington, Emma.
 White, Agnes.
 Williams, Bertie.
 Young, Alice.

UNSKILLED LABORERS.

Bacon, Milton.
 Ball, James A.
 Baskerville, J. S.
 Baylor, James H.
 Blackson, George R.
 Broadus, John H.
 Brown, John.
 Byrd, Clifton.
 Carrick, Lawrence.
 Crawley, Robert Lee.
 Cross, P. D.
 Douglas, Curtis.
 Dublin, Herbert E.
 Franklin, Reuben.
 Giles, John.
 Gross, Hobart.
 Harris, Robert.
 Holiday, Lewis.
 Holliday, Russell.
 Holt, Samuel.
 Honesty, Charles.
 Hopper, Jacob.
 Humphrey, Jackson.
 Joffney, Jackson H.
 Johnson, Charles.
 Johnson, Joshua A.
 Johnson, Raymond J.
 Jones, Lawrence E.
 Jones, Paul.
 Jordan, George W.
 Lewis, Jerrie J.
 Mills, John L.
 Pierce, Hubert H.
 Randall, Robert.
 Rembert, Essau.
 Richardson, John.
 Robinson, John.
 Robinson, Joseph William.
 Robinson, Thornton S.

Ross, Richard.
 Shade, Daniel W.
 Sharper, Daniel.
 Sutherland, Keith.
 Terrell, Benjamin.

Towell, Edward.
 Twaites, James.
 Watkins, Gail.
 Whitley, William.
 Williams, George E.

Appointees separated before the armistice or appointed after the armistice.

Director: Engman, Harry A., jr.

Arendes, William.
 Austin, Martin G.
 Abbott, John.
 Adams, Addie B.
 Adams, Charles G.
 Adams, George E.
 Addison, Elizabeth J.
 Allen, Howard W.
 Allen, R. K.
 Almendinger, Frederick.
 Ames, Custis T.
 Ames, Robert L.
 Anderson, Mary.
 Ap Jones, Catesby Murray.
 Ash, Daisy.
 Battle, Emma L.
 Benson, George R.
 Bidgell, George.
 Block, Milton.
 Bohrer, Simon V.
 Brecher, Harry.
 Bailey, Hallie M.
 Bailey, Walter H.
 Bailor, James.
 Balcom, Anna E.
 Barnard, Charles A.
 Barrow, D. W.
 Baugh, Thelma C.
 Baxter, William P.
 Beach, Edward.
 Beard, Alta L.
 Buckley, Edward.
 Behm, Myrtle.
 Bell, Allen.
 Bell, Tracy V.
 Bennett, Ralph E.
 Biggs, William N.
 Blackwell, William R.
 Blandheim, Earl.
 Boerner, Laurence.
 Boland, Margaret B.
 Boswell, Claude I.
 Bowen, Ernest W.
 Bowman, James.
 Boyd, Albert P.
 Boyd, Joseph.
 Boyer, Rudy W.
 Bradley, Robert.
 Branson, Benjamin A.
 Breckenridge, Walter Frank.
 Breese, Gladys.
 Britt, Louise L.
 Broadus, Arthur.
 Broas, Helen B.
 Broderick, Henry J.
 Brominski, John J.
 Bromwell, Berton.

Brooke, Andrew.
 Brooke, Thomas H.
 Brooks, Walter A.
 Brooks, William L.
 Brown, James.
 Brown, Margaret.
 Brown, Robert H.
 Brown, Sarah E.
 Brown, Wilbur.
 Bryant, Theodore H.
 Brygger, Edward.
 Buete, George P.
 Bumbry, Vernie S.
 Burkhard, Bertha C.
 Burleson, Raymond C.
 Burrows, George.
 Bursley, Howard.
 Butley, Henry Clinton.
 Butler, Leroy.
 Butler, Robert L.
 Butler, Samuel S.
 Byrd, Frederick.
 Byrd, Harry.
 Boyd, Martha S.
 Blackistone, Frank D.
 Cain, Katharine V.
 Caltabiano, Fred L.
 Campbell, Cora D.
 Campbell, John E.
 Carbaugh, William A.
 Carpenter, Marie E.
 Carr, Jesse W.
 Carter, Stewart.
 Chaconas, Theodore J.
 Chadwick, A. S.
 Chambers, Bertha E.
 Chase, Cora M.
 Chatman, Milton A.
 Childs, Abel.
 Chinn, Adolpho.
 Chisley, Montgomery.
 Christerson, Tom.
 Clark, Calvin.
 Clark, Eugene F.
 Clifford, Paul Jones.
 Clinton, William Carlaton.
 Clowany, Laura.
 Cole, Ida C.
 Coleburn, John W.
 Colley, Harry.
 Collier, Clifford.
 Collins, W. H.
 Connors, William V.
 Conrad, William M.
 Cooke, Bernard.
 Corbin, Luther.
 Cotterill, Charles A.

Craven, William J.
Crotts, Belfer.
Cullom, Edward.
Cunningham, Robert.
Curran, George D.
Cuthbertson, Evelyn R.
Cutlar, Elizabeth.
Dade, Charlotte.
Dailey, Frank L.
Daly, Thomas I.
Daniel, Mary C.
Daniels, Margaret.
Daniels, Sidney.
Daphney, William.
Davis, John.
Davis, Margie.
Davis, Milton D.
Davis, Mitchell D.
Davis, Sadie.
Dean, Horace C.
De Fontes, Francis A.
Diamond, William.
Diggs, Richard.
Dillon, Nellie E.
Donnelly, William J.
Donohoo, Jacob N.
Dorrington, Clara B.
Dowe, Robert M.
Driggers, Willard A.
Dunn, Mark F.
Duval, Louise B.
Dyer, William H.
Dwyer, William C.
Eagan, Frank L.
Early, Benjamin H.
Eckhardt, Charles N.
Elgin, Carroll.
Ellis, Colbert.
Ellis, James A.
Evans, Richard.
Evans, William H., jr.
Ewing, Monroe A.
Faherty, John J.
Fairbanks, Richard.
Farmer, Lonie.
Farrar, Edward.
Ferguson, William C.
Fisher, Thornton B.
Fleete, Charles C.
Flood, Genevieve.
Floyd, D. W.
Flynn, Joseph F.
Fogarty, William A.
Forbes, J. Marie.
Ford, Joseph R.
Fowler, Emma Lee.
Francis, George W.
Fraser, John S.
Freeman, Harry.
Freud, Marcus L.
Friedman, Harry.
Gaither, Rodger S.
Gallahan, Mary I.
Gansa, Herman S.
Garner, George T.
Gaskins, Reginald.

Gee, Evelyn Niles.
Gibson, Donald W.
Gladmon, Ruth F.
Golze, Alfred R.
Goodman, Donald.
Gordon, Harrison.
Graddick, Lester W.
Graff, Elizabeth S.
Graham, Mary E.
Graves, Richard E.
Green, Oliver V.
Greenup, Mellnotte.
Griffin, Guy B.
Hackley, Russell.
Hackney, Floyd M.
Hagers, Mary E.
Haislip, Leon.
Hait, Ida May.
Hale, Anastasia.
Hamilton, Frances A.
Hammond, Barney A.
Hanborough, W. L.
Handy, Sally.
Hardesty, W. S.
Hare, Herbert R.
Harman, Thomas J.
Harmon, Sybil.
Harris, George.
Harris, Overton.
Harris, Overton, jr.
Harrison, Lewis Irving.
Haskill, Henry A.
Hawkins, Anthony.
Hawkins, James B.
Hawkins, Richard K.
Hawkins, Roland F.
Hawkins, Rudolph.
Haynes, George.
Heim, William H.
Heiman, Herbert J.
Helms, Anna V.
Henderson, Hattie L.
Henderson, James J.
Henderson, John.
Henson, Joseph.
Herbert, Lillian.
Herbert, Victoria C.
Hicks, Lucinda.
Hicks, Theodore Howard.
Hill, Grant T.
Hill, Thomas C.
Hillman, John G.
Hochreifer, Lulu.
Hoeke, Warren.
Hofmann, Otto W.
Hoffman, Annie A.
Holmes, Clarence F.
Hook, Charles Wallace .
Hooper, William E.
Hope, William.
Hopkins, Charles B.
Houk, Raymond L.
Howard, Lane.
Howland, Daniel W.
Hughes, Robert V.
Hume, Robert Scott.

Hundley, James Alfred.
 Hurdle, Charles.
 Hutchinson, Carrie T.
 Hutchinson, William J.
 Jackson, Charity E.
 Jackson, Elizabeth.
 Jackson, Elizabeth D.
 Jefferson, Geo. H.
 Jenkins, Carroll K.
 Johnson, Alice.
 Johnson, Annie.
 Johnson, Elizabeth W.
 Johnson, George.
 Johnson, Green G.
 Johnson, James.
 Johnson, John J.
 Johnson, Joseph W.
 Johnson, Leroy.
 Johnson, Walter.
 Johnson, William A.
 Johnson, William S.
 Johnson, Willie.
 Johnston, Charlotte.
 Jones, Alphones.
 Jones, George W., jr.
 Jones, Hardy B.
 Jones, Harriett H.
 Jones, Minnie.
 Jones, Philip E.
 Jones, Stockton.
 Jordan, George W.
 Jordon, Isaiah.
 Kean, Sina.
 Kelley, Mrs. Chesley B.
 Kennedy, Patrick.
 Keys, Montgomery B.
 King, Gordon.
 King, Mary.
 King, Ulysses.
 Klinger, Bert E.
 Kuhn, George A.
 Lamp, Lewis J.
 Lancaster, Lewis J.
 Lancaster, Rudolph.
 Langan, William.
 Larkin, Jule G.
 Leckie, Robert.
 Lee, Norman M.
 Lee, William.
 Levin, Isadore.
 Lewis, Joseph D.
 Lewis, Nettie J.
 Linkins, Francis J.
 Lipschitz, Robert M.
 Litsinger, Ethel.
 Loving, William.
 Lowe, Percy.
 Lucas, Lawrence.
 Lukei, Herbert A.
 Lybrand, Horace W.
 Lyddane, John W.
 Lynch, Martin.
 Lynch, Peter J.
 Lynch, Vincent A.
 Maas, Hugo G.
 McCaddon, Jennievieve.
 McCall, Winslow H.
 McCarthy, Catherine M.
 McClure, Carlret.
 MacDermott, W. V.
 McDonald, William.
 MacGillivray, Helen.
 McIntosh, Carrie.
 McLaughlen, Edward.
 McMahon, Daniel B.
 McPhearson, John H.
 McQueen, Harold.
 Madden, Garfield E.
 Maier, Franklin L.
 Marscher, John C., jr.
 Marshall, Parker.
 Martin, Edward A.
 Martin, Emanuel.
 Martin, Ernest.
 Matthews, Walter.
 Meany, M. Isabel.
 Meyers, Norman T.
 Miles, George N.
 Miller, Charles P.
 Miller, Newton.
 Minor, James.
 Mitchell, James O.
 Moore, Anita C.
 Moore, Florence.
 Moore, James E.
 Moore, Lawrence M.
 Moore, William F.
 Moran, Aubrey W.
 Morgan, Oley H.
 Mowery, Leroy.
 Murray, James.
 Murray, Joseph W.
 Nagle, Edward.
 Nellings, George.
 Newell, David.
 Nichols, William.
 Nickens, Fred D.
 O'Brien, Alice R.
 O'Connor, Mrs. C. E.
 Offord, Louis.
 Offutt, Olin L.
 O'Lare, Charles J.
 Oliver, Joseph D.
 Openheimer, Edgar A.
 Otis, A. R.
 Pace, Cecil.
 Page, Harry H.
 Pair, Hubert.
 Palmer, John W.
 Palmer, William Eugene.
 Parmelee, Solon.
 Pasch, R. Jerome.
 Patterson, Perry D.
 Pearson, Ruth A.
 Phillips, Charles W.
 Post, Alfred S.
 Post, Florence M.
 Powelson, Carrie M.
 Powers, Minnie L.
 Price, Langhorne.
 Quill, Maurice F.
 Ramsey, C. S.

Redwine, Lillian R. C.
Reed, Robert.
Reeder, Clyde E.
Reifenberg, Carl V.
Reisinger, John R.
Rembert, Carrie.
Rice, Preston.
Rice, Raymond A.
Richards, Lewis.
Richardson, Herbert.
Richardson, John.
Riley, Nelson S.
Roberts, Osgood.
Robertson, Arthur W.
Robinson, Myrtle.
Robinson, Wm. E.
Rogers, Reid.
Rollins, Charles.
Rosenfeld, Samuel.
Ross, Clifton E.
Ross, Frank.
Ross, Theodore.
Rouse, Albert M.
Saunders, James G.
Sawyer, Thomas.
Schaefer, Jesse O.
Scanland, Mrs. S. P.
Schlosser, J. G.
Schooley, William.
Scott, Andrew J.
Scott, Benjamin F.
Scott, Samuel.
Scott, Samuel M.
Sellman, Ella.
Shackleford, William N.
Sherry, Philip L.
Short, Lottie.
Simmons, Arthur H.
Simmons, Mary.
Skinner, Fred.
Skourup, Anna.
Slacomb, Albert H.
Smith, Charles.
Smith, Charles E.
Smith, Clifford F.
Smith, David L.
Smith, Elizabeth.
Smith, Helen Raymond.
Smith, John.
Smith, Margaret E.
Smith, Walter A.
Snowden, William.
Sommerville, Julia K.
Spencer, Alfred A., jr.
Spriggs, James.
Sproul, Clarissa.
Stack, Marie A.
Steiner, Charles E.
Stephens, Courtlandt L.
Stoll, Henri.
Stone, Jason D.
Stroufe, Roscoe N.
Sues, George W.
Surface, Frank M.
Sutherland, Arthur Leon.
Sweetney, George.
Tabb, Mary Opie.
Tall, Lawrence.
Taylor, Estella.
Taylor, Julian A.
Taylor, Lewis M.
Taylor, Robert E.
Taylor, William E.
Tebbs, Harry S.
Thayer, Courtney C.
Thayer, George H.
Thomas, Clarence T.
Thomas, Eula J.
Thomas, Paul M.
Thomen, James T.
Thompson, Alpheus G.
Thompson, Minnie L.
Thurber, Robert K.
Tiff, Clarence.
Tircuit, Joseph A.
Tomlinson, Bertha M.
Toms, Charles H., jr.
Toomey, Loretta A.
Tucker, Cora A.
Tulloss, Gilbert M.
Turner, James.
Tyler, Charles.
Wahl, William.
Waldren, Bert.
Walker, Perry.
Walker, Robert.
Walker, Wiley L., jr.
Walker, William M.
Walker, Willie B.
Wall, Emma J.
Ward, Maurice.
Warren, Charles R.
Warricks, John T.
Wash, John M.
Waters, Ernest J.
Watson, R. A.
Watts, Andrew.
Watts, Charles J.
Watts, Emily S.
Waugh, George.
Waynes, James H.
Weaver, Wilbur H.
Webb, Alice.
Weber, Harvey, jr.
West, John T.
West, Luman.
Westerfield, Cornelius E.
Wetherbee, Edith O.
White, Howard W.
White, Lewis C.
White, Thomas A.
Whitney, Harry L.
Whittle, Johny J.
Wildman, Mason.
Wilhelm, Harry L.
Williams, Dudley.
Williams, Frederic W.
Williams, George A.
Williams, Horace.
Williams, James O.
Williams, James R.
Williams, Thomas.

Williams, Weston.
 Willis, Ralph.
 Wilson, Bertha.
 Wilson, Joshua.
 Wolverton, William T.
 Wood, Eugene.

Wood, Mildred E.
 Wood, Rufus H.
 Wyndham, Charles M., sr.
 Young, Edward.
 Young, Henry.

CAFETERIA.

COMPLETE LIST OF EMPLOYEES.

Haight, Ida, manager.
 Tucker, Emery C., manager.

Ackerman, Frank.
 Ages, Ellen.
 Ages, Katie.
 Allen, Lola V.
 Armstrong, Airrie.
 Bateman, Ella P.
 Bolton, Fannie.
 Brown, Gertrude E.
 Browne, Janice.
 Butler, Effie.
 Chandler, Robert L.
 Chisley, Irene.
 Chisley, Mary E.
 Constantinidus, Nick.
 Coostovlakis, Mike.
 Dearing, May.
 Donaldson, Anna.
 Easton, Mary L.

Eckhardt, Flora.
 Floyd, Ethel.
 Furr, Alice V.
 Furr, Clara.
 Jones, Frances.
 Learned, Charles H.
 Liaskos, Gust.
 Silas, Missouri.
 Simms, Anna.
 Simms, Ella.
 Sims, Katie.
 Sims, Sarah.
 Smilar, Maggie.
 Smith, Helen.
 Thomas, Fannie.
 Wells, Mabel.
 Wells, Mattie.
 Rosa, Frank N.

DIVISION OF INFORMATION.

PERSONNEL ON NOVEMBER 11, 1918.

Chief: L. E. Van Norman.

CHIEF.

Van Norman, L. E.
 Richards, Susan D., secretary.
 Chonowski, Julia, assistant secretary.
 O'Dea, Mary, file clerk.

ASSISTANT CHIEF AND CHIEF OF EDITORIAL DIVISION.

Moore, Paul.
 Payne, Laura L., secretary.

OFFICE MANAGER.

Smythe, R. B.
 Feely, Marie, secretary.

TELEPHONE SERVICE FOR PERSONAL LOCATION.

Ely, Florence.

LIBRARY.

Pierce, Bertha E., librarian.
 Overby, Ruth, assistant.
 Armstrong, Martha G., clerk.

Garnett, Betty, clerk.
 Penn, Minnie, clerk.
 Rising, Meriam J., file clerk.
 Williams, Marion C., typist.

PUBLICATIONS, EDITING AND PROOF READING.

Davis, Frederick L., editor.
 Douglass, Phoebe, assistant.

DIGEST OF THE PRESS.

Moses, Jasper T., editor.

DISTRIBUTION OF OFFICIAL PUBLICATIONS OF THE BOARD.

Riter, N. J., assistant.
 Beuchert, Anna T., typist.
 Fenet, Mary C., clerk.
 Hodgkins, Alice, clerk.
 Newberry, Ethel, typist.
 Rettman, Emma, clerk.
 Talbert, Emily, mailing list clerk.

TRANSLATIONS.

Fiebeger, Julia F., translator.
 Aue, John C., translator.
 Brown, Lydia G., typist.
 Johnson, Esther, translator.
 Kendrick, Eva May, translator.
 Kretzinger, Clara J., translator.
 Meunier, Lillian, translator.
 Mixon, Ada, translator.
 Rogers, Jeanne, translator.
 Wright, Mildred, translator.

CLIPPINGS: NEWSPAPERS AND TRADE PAPERS.

McGowan, Constance, assistant.
 Fairall, Catherine W., clerk.
 Hardcastle, May I., clerk.
 Harlow, Isabella H., clerk.
 Heikes, Elizabeth A., clerk.
 Maxon, Helen B., clerk.
 Smith, Viola E., clerk.

Appointees separated before the armistice or appointed after the armistice.

Aanestad, Alert P.
 Blandford, Anna S.
 Carr, Eleanor.
 Haslam, Carolyn M.
 Hatch, Leonard.
 Holder, John H.
 Kelly, Elijah B.
 Mechling, William Hibbs.

Moore, Mabel.
 Purcell, Eileen F.
 Ross, Marialyse.
 Rothschild, Richard C.
 Spear, Marion Gilmore.
 Tanner, Dora M.
 Wilner, Gretta R.

BUREAU OF BRANCHES AND CUSTOMS.

PERSONNEL ON NOVEMBER 11, 1918.

Director: Alexander H. Bullock.

DIRECTOR.

Bullock, Alexander H.
 Holden, Grace M., secretary.
 Marean, Parker E., assistant.
 Johnson, Anna E., secretary.

DIVISION OF ADMINISTRATION, GENERAL OFFICE.

Hoyt, M. H., administrator.
 Brokaw, Marta, junior assistant.
 Prince, Velmer, secretary.
 Sadowsky, Phillip, supply clerk.
 Woltersdorf, Rose, stenographer.

(a) Telegrams.

Davis, Goldie F., chief.
 Gorman, Bessie E., typist.
 Hatfield, Loretta D., typist.
 Howell, Ruby, clerk.
 Hoff, Ethel V., typist.
 Hornberger, Martha A., clerk.
 Lewis, Ucal Stevens, clerk.
 Perskin, Anna, typist.
 Propst, Charlotte, typist.
 Reagan, Bessie A., clerk.
 Stone, Ruth, messenger.

(b) Files.

Ridenhower, Ruby R., chief.
 Head, Verdie I., typist.
 Honey, Alice, clerk.
 McKenzie, Cary E., clerk.
 Roberts, Ruth, clerk.
 Willhide, Ruth, clerk.

DIVISION OF INFORMATION AND GENERAL PROCEDURE.

North, C. J., assistant in charge.
 Buffum, Marjorie N., stenographer.

DIVISION OF RULES AND REGULATIONS.

Dewey, F. Henshaw, jr., chief.
 Pendergast, R. B., assistant.
 Bullock, Rockwood H., assistant.
 Holahan, J. Marie, secretary.

DIVISION OF CUSTOMS AND POSTAL REGULATIONS.

Day, Wallace H., chief.
 Dorman, Thos. B., assistant.
 Jones, Frank A., assistant.
 Bayly, Edith D., assistant.
 Clark, Hazel M., secretary.

TRAVELING REPRESENTATIVE.

Holmes, Edgar R.
 Thompson, Maida, stenographer.

BRANCH OFFICES (a) IN UNITED STATES PROPER.

1. Boston.

Baker, Roland M., special agent.
 Waring, Guy, assistant special agent.
 Massey, Alfred P., transportation agent.

Massey, Willard, imports.
 Farris, William R., assistant.
 Jackson, Russel L., assistant.
 Briggs, Gertrude W., stenographer.
 Calnan, Mary A., stenographer.
 Harrison, Lucinda S., stenographer.
 Hassett, Ethel M., typist.
 LaPuck, Mary, typist.
 Nally, Alice M., typist.
 Paty, Loretta C., typist.
 Reade, Mabel E., typist.
 Regan, Mary I., stenographer.
 Simpson, Maude R., stenographer.
 Smith, Gertrude E., stenographer.

2. Chicago.

Wallace, George W. R., special agent.
 Bishop, Frank T., assistant.
 Berger, Sam, messenger.
 Carlson, Esther, typist-clerk.
 Creviston, Elizabeth, file clerk.
 Deschman, Lillie, typist.
 Gavin, Agnes, typist-clerk.
 Gavin, Esther, typist.
 Gould, Anna, typist-clerk.
 Kent, Katheryn A., typist-clerk.
 Lasek, Veta J., clerk.
 Leathers, Martha D., file clerk.
 Levinson, Etta G., typist.
 Mezger, Anna M., file clerk.
 Neville, Grace, typist-clerk.
 Newton, Julia R., clerk.
 O'Neill, Agnes M., typist.
 Peterson, Gladys L. M., messenger.
 Prothero, Evelyn, typist.
 Roche, Nora, telephone operator.
 Schwartz, Gertrude, typist-clerk.
 Schwendan, Mary L., typist.
 Sieving, Esther, typist.
 Smith, Elsie, typist-clerk.
 Wiseman, Evelyn, file clerk.

3. Cincinnati.

Gilchrist, R. Wilde, special agent.
 Schedine, Elsie V. S., stenographer.
 Batsche, Irene F., clerk-typist.

4. Detroit.

Clancy, Robert H., special agent.
 Scullen, Hugh T., assistant.
 Chandler, Marion L., stenographer.
 Fields, Elizabeth M., stenographer.
 Jackson, Marion C., clerk.

5. Eagle Pass.

Jordan, Frank L.
 Fox, Marguerite, stenographer.
 Shafter, Sara, stenographer.

6. El Paso.

Wright, John A., special agent.
 Brown, Isabell, stenographer.
 Saylor, Lottie S., clerk.

7. Galveston.

Allen, Frank A., special agent.
 Jones, Walter G., assistant.
 Hussey, C. E., assistant.
 Harvey, Alberta V., typist-clerk.
 Stevenson, Gladys M.

8. Laredo.

Williams, Ellis C., special agent.
 Williams, Wilma G., assistant.
 Vidaaurri, Sara B., stenographer.
 Yeager, Anita M., stenographer.

9. Los Angeles.

Dunkerley, William, special agent.
 Peyton, Robert C., assistant.
 Davis, Clara E., typist.
 McCreery, Helen E., typist.
 McMillin, Alice L., stenographer.
 Woody, Nellie M., typist.

10. Mobile.

Harrison, M. Waring, special agent.
 Bowen, Hazel C., stenographer-typist.
 Hutchins, DeWitt, stenographer-typist.

11. New Orleans.

Henican, Joseph P., special agent.
 Westfeldt, George G., assistant.
 Hauk, Paul, stores clerk.
 Jackson, John J., assistant.
 Hesse, Edward, telegrapher.
 Bastian, Olive W., clerk.
 Dieck, Anna, clerk.
 Dower, Thomas J., messenger.
 Knobloch, Eunice, clerk.
 Larson, Olive M., clerk.
 Leaveau, George, messenger boy.
 McMurray, Ruth, clerk.
 O'Neil, Mary E., clerk.
 Palette, Virginia, clerk.
 Roche, Emma M., clerk.
 Spuhler, Vera M., clerk.
 Sutherland, Mabel, clerk.

12. New York.

Michael, Marc M., special agent.
 Bartholomew, George H., assistant.
 Batchelder, Charles C., assistant.
 Bodman, George M., trade expert.
 Burnside, DeWitt L., assistant.
 Chadbourne, Frank M., assistant.
 Chatfield, Henry S., assistant.
 Clark, John L., assistant.
 Clucas, Lowell M., assistant.
 Condict, Harold N., assistant.
 Condict, John H. N., assistant.
 Cotting, Jameson, assistant.
 Davenport, Edward W., assistant.

DeRaismes, Francis Embree, assistant.

Dorman, James H., assistant.

Douglass, Payson Stone, assistant (examiner).

Dwight, F., assistant.

Eells, John P., assistant.

Enos, Alanson T., jr., assistant.

Evans, Louis P., assistant.

Ewart, Talbot, assistant.

Fales, Haliburton, jr., assistant.

Gaiser, Charles A., assistant.

Giffin, Howard, assistant.

Haffner, Jacob, assistant.

Hall, Thos. W., assistant.

Halstead, Robert H., assistant.

Hinchman, John R., assistant.

Kane, James F., jr., assistant.

Kinnicutt, Francis H., assistant.

Kirk, Frederick A., assistant.

Lucas, Philip H., assistant.

McKim, Winthrop, assistant.

McMullen, Ray, assistant.

Monroe, Rolland G., assistant.

Morse, Howard M., assistant.

Nugent, Edward, assistant.

Ogden, Charles W., assistant.

Parrish, James C., assistant.

Peck, Lawrence F., assistant (W. T. I.)

Peters, Thomas M., assistant.

Phillips, Alexander, assistant.

Reed, Kenneth M., assistant.

Rothschild, Meyer D., assistant.

Seeley, George, assistant.

Schermerhorn, Bernard T., assistant.

Sherwood, Howard G., assistant.

Spedden, F. O., assistant.

Stetson, Mortimer A., assistant.

Stuart, Malcolm, assistant.

Tucker, Carll, trade expert.

Tucker, Wentworth, assistant.

Watson, Winsor H., representative Contraband Committee.

Whiteside, Arthur D., assistant.

Willcox, M. B., trade expert.

Worth, Joseph, assistant.

Wright, Glenn, assistant.

Abel, Rose, typist.

Abels, Florence, stenographer.

Alversa, Laura Madeline, typist.

Atha, Margaret M., stenographer.

Banter, Ruth C. L., typist.

Barnett, Helen L., typist.

Barrett, Marion V., typist.

Becker, Lillian, typist.

Berg, Agnes C., typist.

Bernstein, Rebecca, typist.

Bird, Emma F., filing clerk.

Bluhm, Rose, typist.

Boxt, Sara, typist.

Brofinan, Jennie, messenger.

Brown, Florence, stenographer.

Butler, Eleanor G., clerk.

Byrne, Anna V., typist.

Campbell, Florence, typist.

Carr, Agnes R., clerk.

Carr, Mary, clerk.

Carroll, Marie Claire, typist.

Carter, Anna Gray, clerk.

Charmak, Isabelle E., messenger.

Clark, Harold E., messenger.

Clary, Robert T., usher and clerk.

Clements, Mae, clerk.

Clifford, Susan V., telephone operator.

Coen, Mildred S., clerk.

Coffey, Catherine, clerk.

Cohen, Harry, messenger.

Cohen, Jessie, typist.

Condon, Mary, clerk.

Conly, Anna Grace, clerk.

Conroy, John E., messenger.

Costigan, Kathryn, file clerk.

Cotter, Katherine J., file clerk.

Croes, Mildred F., index and catalogue, clerk.

Cunneely, Sadie D., clerk.

Cushman, Margurette F., clerk.

DeVoe, Elsie M., clerk.

Dabney, Emory F., clerk.

Decker, Laura, clerk.

Dickinson, Edith P., file clerk.

Donegan, Dorothy M., typist.

Donohue, Celsus, clerk (notary).

Dorn, Comfort Randle, clerk.

Downie, Mary E., clerk.

Drachman, Stella, typist.

Drut, Henrietta, clerk.

Dublin, Lillian, typist.

Dunbar, Minnie B., clerk.

Earley, Cecelia B., file clerk.

Eberling, Grace, typist.

Eidler, Anna R., typist.

Ellenbogen, Rose A., clerk.

Etter, Eleanor L., stenographer.

Farrell, Florence A., clerk.

Farrell, Thos. F., clerk.

Fass, Celia, clerk.

Feinstein, James, clerk.

Feldman, Herman A., clerk.

Ferry, Minnie V., clerk.

Feynman, Bessie, typist.

Flaherty, Rita, clerk.

Flynn, Helen L., clerk.

Frank, David, messenger.

Fundamensky, Solomon B.

Fusaro, Julia A., typist.

Gallagher, Mary A., stenographer.

Gearty, Elizabeth A., stenographer.

Gegan, Loretta M., typist.

Gillen, John, messenger.

Ginsberg, Lillian, stenographer.

Goggins, Marie T., typist.

Goldberg, Rose, stenographer.

Goldenberg, Esther, clerk.

Greenberg, Gertrude, messenger.

Greenwald, Sadie, clerk.

Guye, Charlotte Adele, clerk.

Hagen, Virginia, clerk.

Halpern, Louis, messenger.

Halstead, Nanette C., typist.

Harvey, Mary T., clerk.
 Heaney, Alice M., clerk.
 Hennessey, Frances M., clerk.
 Herdt, Elizabeth A., typist.
 Horn, George, messenger.
 Horwitz, Essie, stenographer.
 Huenlich, Ida M., typist.
 Hutton, Winifred H., stenographer.
 Hyman, Clara, clerk.
 Hymowitz, Gertrude, stenographer.
 Irolla, Louise J., clerk.
 Jacobs, Goldie, typist.
 Jacobson, Edward W.
 Johnstone, Frances E., clerk.
 Jones, Mary E. B., clerk.
 Karpas, Augusta, typist.
 Kavanaugh, Edith M., clerk.
 Keenan, Isabel V., clerk.
 Kelly, Irene M., clerk.
 Klewansky, Phoebe, typist.
 Koppleman, Louis, clerk.
 Kornobis, Florence A., typist.
 Kramer, Flora, clerk.
 Kulik, Florence G., typist.
 Kuhn, Jeanette D., stenographer.
 Kuntze, Jessie L., clerk.
 Langmeyer, William, clerk.
 Lautenschlager, Gussie, typist.
 Lavinsky, Anna, clerk.
 Lazar, Sarah, clerk-typist.
 Lazinsky, Fannie, typist.
 Lebowitz, Celia, stenographer.
 Lee, Belle, clerk.
 Leibowitz, Pauline.
 Lesin, Ethel M., stenographer.
 Levine, Florence, messenger.
 Levy, Harry, messenger.
 Lichtenstein, Ethel, typist.
 Liefschutz, Dorothy, typist.
 Livingston, Monica R.
 Lloyd, Carmen D., clerk.
 Logan, Helen L., clerk.
 Lynch, Elizabeth M., typist.
 Lynch, James Walter, messenger.
 McCarthy, Francis, messenger.
 McCarthy, Helen, clerk.
 McCormick, Sarah B., telephone operator.
 McGarry, Rose, clerk.
 McGarry, Sabina, clerk.
 McPherson, Eugenie, clerk.
 McShane, Katherine V., stenographer.
 Mahoney, Honora G., clerk.
 Malce, Martha, typist.
 Malefski, Sadie, typist.
 Maloney, Alice M., typist.
 Maloney, Marie C., clerk.
 Manierre, Ruth L., clerk.
 Markowitz, Rose, clerk.
 Marks, Phebe H. R., clerk.
 Martin, Mercedes E., typist.
 Mason, Anna M., stenographer.
 Mattison, Clara M., typist.
 Mayer, Rebecca, clerk.
 Meren, Freda, clerk.
 Michael, Anna M., clerk.
 Miller, Alice C., typist.
 Miller, Mary C., index and catalogue clerk.
 Mon, May Grace, clerk.
 Montgomery, Kathryn B., clerk.
 Morrison, Jennie E., clerk.
 Moskowitz, Hazel A, typist.
 Moss, Miriam, typist.
 Murphy, Mary A., clerk.
 Murphy, Harriet A., clerk.
 Murphy, Irene M., clerk.
 Murphy, Sara E., typist.
 Nathan, Kitty, typist.
 Nelson, Madeline J., stenographer.
 Newman, Ida, clerk.
 Newman, Leah, typist.
 Nulty, Amanda M., typist.
 O'Connor, Josephine F., stenographer.
 O'Reilly, Kathleen C., clerk.
 Orentlich, Ethel, typist.
 Paciello, Anita, minor clerk.
 Pasternak, Fannie, stenographer.
 Pattona, Marie, typist.
 Payue, Evelyn Q., stenographer.
 Petry, Mae M., typist.
 Phillips, Esther B., typist.
 Phillips, Frieda, clerk.
 Pigot, Irene, clerk.
 Porter, Teresa L., typist.
 Powers, Anna V. D., clerk.
 Pravder, Henry, messenger.
 Prigrano, William, multigraph operator.
 Prout, Eugenie, clerk.
 Quaintance, Julia, clerk.
 Quilgan, Agnes I., stenographer.
 Quinn, Joseph G., assistant.
 Randle, Comfort M., clerk.
 Reiner, Frances, typist.
 Repaci, Conception, typist.
 Repetti, Gregory G., messenger.
 Rhoades, Evelyn S., clerk.
 Rice, Marion T., messenger.
 Riseti, Adele C., clerk.
 Rolf, Helen M., typist.
 Roseman, Margaret, file clerk.
 Rosenberg, Rebecca, clerk.
 Rosenberg, Rebecca B., clerk.
 Ross, Margaret C., typist.
 Ryan, Martin J., telegraph operator.
 Sable, Esther, messenger.
 Salzman, Max, messenger.
 Sawyer, Mildred, coder.
 Schiffrin, Dorothy, minor clerk.
 Schnizer, Lucy E., typist.
 Scholder, Henrietta, typist.
 Schott, Matilda H., clerk.
 Scott, Matilda A., typist.
 Searing, Mattie, clerk.
 Seph, Ruth, clerk.
 Shannon, Elizabeth R., clerk.
 Sharp, Edith, stenographer.
 Sherman, Margaret R., messenger.
 Silverberg, Mildred, typist.

Simon, Jennie, typist.
 Simonson, Elizabeth, clerk.
 Sloan, Edith Sumner, typist.
 Slutsky, Bessie, clerk.
 Smith, Elizabeth L., clerk.
 Smith, Teresa M., file clerk.
 Sparaco, Joseph, messenger.
 Spica, Irene F., typist.
 Starrett, Rose H., clerk.
 Steinberg, Sarah, typist.
 Stern, Estelle, clerk.
 Stevens, Frances C., typist.
 Stewart, Joseph, messenger.
 Streicher, Susie A., minor clerk.
 Sullivan, Elizabeth F. C., clerk.
 Tolkowsky, Kate, typist.
 Towle, Helen P., stenographer.
 Van Vleck, Elizabeth, clerk.
 Varanelli, John, messenger.
 Vermilya, Edith B., stenographer.
 Vogel, Henrietta, typist.
 Walcoff, Sophie, typist.
 Watt, Emma B., clerk.
 Weg, Ruth, clerk.
 Weinberger, Lillian, clerk.
 Wendroff, Bessie, clerk.
 Werner, Lillian M.
 Wessolock, Martha, typist.
 Wheeler, Katherine E., clerk.
 Whipple, Donna, clerk.
 White, Alice M., typist.
 Whiting, Martha G., clerk.
 Wimmer, Georgianna, telephone operator.
 Wood, Lula A., clerk.
 Woods, Rose Mary, clerk.
 Young, Irene, multigraph operator.

13. Nogales.

Haley, W. T., special agent.
 Bloomberg, Harry, assistant.
 Foore, Rosalie G., clerk.
 Kelly, Mary C., stenographer.

14. Norfolk.

Bogart, Theodore, special agent (transportation).
 Broughton, John G., assistant.
 Wiatt, F. C., clerk.
 Bell, Jessie, telephone operator.
 Copeland, Doris, clerk.
 Forbes, Nellie C., clerk.
 Sinclair, Lucy B., clerk.
 Taylor, Bessie M., typist.
 Turner, Doris, clerk.

15. Philadelphia.

Dixon, Edward C., special agent.
 Frutman, Bessie, typist-clerk.
 Hartford, Marie Vail, file clerk.
 McCormick, Regina, typist.
 Murphy, Nellie M., typist.
 Sturzebecker, Maudie, stenographer.
 West, Elizabeth, stenographer.

16. Portland.

Corbett, Henry L., special agent.
 Smith, Lawrence B., assistant.
 Robinson, Honor M., stenographer.

17. St. Louis.

Overall, John H., special agent.
 Conroy, Gertrude C., stenographer.
 Jordan, Nana E., typist.
 Kayser, Olga R., stenographer.
 Pritchard, Violet L., typist-clerk.

18. San Francisco.

Miller, C. O. G., special agent.
 Cory, Isaac H., assistant.
 Clark, Charles T., office manager.
 Shepard, A. D., assistant.
 Batchelor, Jessie L., typist.
 Brown, Inez R., typist.
 Chamey, Hortense M., typist.
 Chapman, Ruth T., typist.
 Dalley, Anna H., stenographer.
 Demartini, Pauline, typist.
 Dwyer, Bessie G., chief clerk.
 Eschbacher, Louise M., stenographer.
 Goodman, Ruth A., typist.
 Graeber, Jennie I., typist.
 Heatherly, Bessie E., typist.
 Knowles, Lillian R., typist.
 Leslie, Geraldine B., typist.
 Long, Irene E., coding clerk.
 McDowell, Edna M., typist.
 McShane, Ruth M., typist.
 Moran, Margaret A., typist.
 Otis, Daisy Adams, typist.
 Presba, Leonore B., typist.

19. Savannah.

Motte, John W., special agent.
 Linley, Edward A., assistant.
 Fitch, Elizabeth M., stenographer.

20. Seattle.

Ferguson, J. Macphee, special agent.
 Wright, Edgar J., assistant (transportation).
 Eglin, Effa G., stenographer.
 Frisch, Stella B., stenographer.
 Irvine, Jessie A., stenographer.
 Victor, Hazel V., clerk.
 Waack, Myrtle M., stenographer.

BRANCH OFFICES (b) IN NONCONTIGUOUS TERRITORY.

1. Guam.

Commandant.

2. Honolulu.

Franklin, Malcolm A.

3. *Juneau.*

Pugh, John F.¹
Garfield, C. D.²

4. *Manila.*

Aldanese, Vincente.

5. *Panama.*

Harding, Gov. Chester.

6. *St. Thomas.*

Curry, Darwin O.

7. *San Juan.*

Moore, Hayden L.
Rubio, Alejandro.

8. *Tutuila.*

Commandant.

(c) COOPERATIVE OFFICES IN THE UNITED STATES.

1. *Minneapolis (Traffic Association).*

Burton, Frederick W.

2. *Cleveland (Chamber of Commerce).*

Wilkinson, Emilio V.

Appointees separated before the armistice or appointed after the armistice.

Cameron, Elizabeth C.
Higgins, Mary.
Healy, Minnie.
Jones, Fanchon P.
Kreger, Cora.
Laney, Alexander.
Lally, Margaret M.
Lincoln, Myrtle E.
McMillin, Mae.
Martin, Edith M.
Martin, Mildred.
Murray, Irene M.

Newquist, Evelyn.
Odell, Grace.
Prothero, Kate.
Regan, William Francis.
Roberts, Ruth.
Rowell, Malvina L.
Scott, Mabel A.
Swayzee, Charles E.
Walker, Josephine.
Wiley, Lillian.
Vickers, Rhea N.

BUREAU OF RESEARCH.

PERSONNEL ON NOVEMBER 11, 1918.

Director: Arthur E. Swanson.

DIRECTOR'S OFFICE.

Swanson, Arthur E., director.
Irish, Flora A., secretary.

COMMODITY STUDIES.

Bogart, Ernest L., in charge.
Cooperrider, Alice L., secretary.

Animal products.

Posey, C. J.
Eaton, Edith O., assistant.

Breadstuffs.

Bengtson, Nels A.
Priester, Helen B., assistant.

Chemicals.

Willier, Michael L.
Norberg, Beulah M., assistant.

Coal, coke, and mineral oils.

Hopper, Walter E.

Coarse fibers.

Coates, Jane B.

Cotton.

Levy, Samuel L.

Forest Products.

Hoyt, Homer.
Riegner, Minnie C., assistant.

Metal manufactures.

Bonnett, Clarence E.

Metal manufactures: Iron.

Pugh, Alexander L.
Newhouse, Ruby M., assistant.

Metal manufactures: Tin.

Noyes, S. G.

¹ Died Oct. 25, 1918.

² Acting, Oct. 25, 1918; special agent, Dec. 30, 1918.

Minerals and raw mineral products.

Bastin, Edson S.
MacDonald, Charlotte, assistant.

Minerals.

Schultz, Robert S., jr.

Paper.

Jordan, William M.

Rubber.

Hunton, E. Deane.
Gleason, Mary H., assistant.

Silk, wool, and hair.

Cowen, Abraham Y.
Griess, Selma S., assistant.

Miscellaneous commodities.

Shaulis, Lloyd L.
Willoughby, R. C.

COUNTRY STUDIES.

Barrows, Harlan H., in charge.
Crofutt, Mabelle E., secretary.

Africa.

Davol, Ralph.

Argentina.

Collings, Harry T.
Murphy, Elizabeth, assistant.

Brazil and Uruguay.

Redfield, Arthur H.
Watkins, Helen B., assistant.

Central Powers.

Lahee, Arthur W.
Rothschild, Edith, assistant.
Smith, Roswitha C., assistant.

China.

Moran, Edward E.

France and Belgium.

Cumberland, William W.
Tilden, Alice F., assistant.

Holland, Philippines, and East Indies.

Moore, Blaine F.
Bowers, Ethel, assistant.

Italy.

Giorgio, Roque.
Braunecker, Elizabeth, assistant.

Japan.

Young, Arthur N.
Rhoades, Marian, assistant.

Japan.

Morton, Alfred B.
Davis, Helen E., assistant.

Latin-America (Mexico, West Indies, Central America, North Coast of South America, Paraguay).

Graham, Walter B.
Funston, Margaret, assistant.

Russia.

Kayden, Eugene M.
Jones, Easley S.
Carey, Lillie M., assistant.
Fox, Etta B., assistant.

SCANDINAVIA.

Sweden.

Carlson, Knute E.

Norway.

Cleven, N. A. N.

Denmark.

Donaldson, John.

Assistants to Scandinavian group.

Hollingsworth, W. W., assistant.
Peterson, Ruth E., assistant.

Spain, Portugal, Azores, and Canary Islands.

Horton, Byron B.
Walradt, Henry F.
Kendall, F. A., assistant.
Schubring, Selma L., assistant.

Switzerland and Greece.

Rufener, Louis A.
Woodman, Clara B., assistant.

United Kingdom.

Paton, William A.
Chalmers, Catherine, assistant.

West Coast of South America.

Bassett, Herbert.
Belden, Luella H., assistant.

SPECIAL STUDIES.

Smith, J. Russell, in charge.
Blakey, Roy G., trade policies.
Mudgett, Bruce D., statistical economist.
Powell, Fred W., statistical economist.
Wildman, Murray S., trade expert.

TRANSLATORS.

King, Rachel.
Fairfield, Mary P.

OFFICE MANAGER'S OFFICE.

Hawes, C. S., office manager.
Sloan, Lida B., assistant.
Farrell, Eileen, assistant.
Harrington, Elizabeth M., supply clerk.
Jones, Gertrude L., general files.
Davis, Edna K., assistant.
Moore, Leah, assistant.
Amiss, Ruth, confidential files.
Keating, Edith F., assistant.

COMPILATION DIVISION.

Shelton, W. Arthur, chief.
Glasbrenner, Amanda, assistant chief.

Planning Section.

Byrnes, Agnes M. H.
Moon, Dabney.

Compilation Section.

Burcham, Aura.
Agnew, Alma S.
Beers, Rose M.
Boston, Emily.
Brooks, Nettie R.
Bunner, Katherine M.
Bush, Clara P.
Hallock, Olive N.
Harry, Mary B.
Hayes, Johanna R.
Hopkins, Mabel R.
Hussey, Ida B.
Jacobus, Frances B.
Kimmons, Kitty.
McColm, Ida F.
McGregor, Bessie.
McNeely, Bennie.
Magel, Dora.
Marbutt, Louise.
Marshall, Frances A.
Morgan, Martha M.
Nelson, Isabel.
Platner, Alberta E.
Ross, Lizzie M.
Secarce, Jennie Leah.
Sell, Blanche M.
Snell, Maude Wesley.
Tarver, Rosalind N.
Taylor, Elizabeth F.
Van Scharts, Helen K.
Virmond, Bertha J.
Walker, Jessie C.
Williams, Iva May.

Computation Section.

Clayton, Jessie A.
Avery, Elsie D.
Berg, Freda.
Bowling, Rachel.

Du Bose, Margaret L.
Farrell, Gertrude.
Fischback, Lena C.
Gistwite, Jennie F.
Gray, Maude B.
Hunter, Constance D.
Kauffman, Gladys R.
Robinson, Gladys M.
Rosenberger, Sylvester L.
Sarafian, Clara.
Stewart, Betty.

Scandinavian Statistics Section.

Sloan, Anna B.
Ballantyne, Bess.
Mustain, Gertrude.

Department of Commerce Records.

Clark, Eleanor.
Becker, Grace G.
McCarthy, Mary E.
Mills, Lillian.
Schrock, R. H.

War Trade Board at Department of Commerce.

Burlingame, Florence.
Carnahan, Anna.
Clymer, Julia E.
Crandall, Ada B.
Holden, Mary H.
Kerr, Margaret.
Lyons, Ruth.
McPherson, Ruth.
Mann, Elsie A.
Pace, Bertha A.
Palmer, Sallie M.
Vogt, Amelia.

TYPING AND STENOGRAPHIC DIVISION.

Proctor, Mary Fergus, chief.
Chesney, Margaret H., assistant.
Adelsperger, Bessie M.
Beaghan, Barbara.
Beale, Ida A.
Brennan, Sara.
Burnett, Zula.
Burns, Gertrude J.
Call, Alice B.
Campbell, Marguerite M.
Carey, Lillie M.
Church, F. Jean.
Deetz, Thelma C.
Drew, Clayton L.
Esch, George.
Fisk, Minnie.
Fitzpatrick, Rose.
Fulcher, Anna.
Fulcher, Annie M.
Garland, Elise V.
Garrett, Mary F.
Gettman, Anna C.

Harvuot, Marian.
 Hauptman, Lillie M.
 Huntington, Carrie K.
 Jolliffe, Lillian A.
 Johnson, Isabel H.
 Jones, Minnie J.
 Keitzer, Marguerite.
 Kensinger, R.
 Lane, Jennie M.
 McCook, Katherine.
 Mace, Elma L.
 Mack, Hazel.
 Merryman, F. Teresa.
 Miller, Edith.
 Moon, Helen.
 Myers, Pearl.
 Newberry, Elba S.
 Osbourne, Clara M.
 Pine, Helen G.
 Pope, H. S.
 Powell, Leah Gladys.

Prall, Ethel M.
 Rehkopf, K. Ruth.
 Rowton, Alice.
 Schaaf, Clara C.
 Smith, Consuelo X.
 Stickney, Nellie C.
 Treffren, Leo J.
 Tucker, Margaret L.
 Wadsworth, Margaret.
 Wallauer, Dorothy E.
 Walsh, David.
 Watkins, Margaret.
 Welch, Josephine M.
 Woodke, Sylvia.
 Workman, Frances.

MESSENGERS.

Fells, Lorenzo.
 Hoffman, Christopher P.
 Washington, John A.

Appointees separated before the armistice or appointed after the armistice.

Directors: Young, Allyn A.; Adriance, W. M.; De Laittre, Karl.

Armstrong, Della M.
 Alber, Virginia B.
 Andrews, Cora S.
 Badger, Beatrice L.
 Becker, James H.
 Beifeld, Robert S.
 Biegert, Marian.
 Blau, Jerome L.
 Blumer, Pearl.
 Bohannon, Grace A.
 Brown, Leola P.
 Bulla, Levi D.
 Burd, Adelma H.
 Butterworth, Ruth G.
 Carney, Matthew F.
 Chalker, Victoria L.
 Chase, Lenox E.
 Christopher, Frank A.
 Clarke, Nell R.
 Cohen, Maurice H.
 Cosgrove, Beatrice Catherine.
 Croft, Helen.
 Cushing, Sumner W.
 Day, David E.
 Deese, Fred.
 Dickinson, John.
 Donnelly, Ida.
 Dovel, Olin A.
 Eldred, Wilfred.
 Farrell, Helen L.
 Fitzgerald, Elizabeth.
 Foster, Bess.
 Foster, Penninah L.
 Gerlets, Cora M.
 Goldworm, Matthew L.
 Gras, Norman S. B.
 Green, Dessa Arnold.
 Greene, Herbert.
 Haly, Honore.
 Hamby, A. McP., jr.
 Hamer, Philip M.

Harmon, Gertrude B.
 Hecht, George.
 Helbein, William.
 Hodge, Katherine A.
 Hubbard, Marie E.
 Hughes, Oliver B.
 Huttleston, Helen M.
 Jones, Dolly.
 Jones, Isabelle M.
 Kedrin, Venceslas.
 Kelly, Marion.
 Kirstein, Mina S.
 Lear, Kathryn Elizabeth.
 Lefferts, Walter.
 Lloyd, Margaret A.
 Lockett, Robert E.
 Lutes, Laura F.
 McCarthy, Mary E.
 McClellan, Frances.
 McCoy, Earle Q.
 McMillan, Fay E.
 Messier, Loretta C.
 Middleton, Olive.
 Miller, Rose.
 Muckley, Henry C.
 Murphy, Esther A.
 Myer, Pearl.
 Myers, Mildred L.
 Myres, Minnie M.
 Omohundro, George N.
 Ostrow, Walter W.
 Oswald, Maude N.
 Pollock, Ivan L.
 Redford, Amy A.
 Ridgeway, Grace.
 Ross, Herbert W.
 Rothschild, Helen.
 Rouse, Ruth A.
 Rowe, H. Martina.
 Rush, Lyle.
 Saloman, Sidney H.

Schultz, Henry.
 Schureman, Ethel M.
 Smith, Vincent F.
 Smith, William F.
 Soderquist, Edna.
 Spangler, Grace M.
 Sprague, Olwin M. W.
 Sterner, Jessalyn.
 Stokoe, Hazel I.
 Storm, Charles Walter.
 Tepper, Benjamin.

Trice, Gladys.
 Usher, Dorothy Bliss.
 Van Sickle, Janet.
 Warshow, Herman.
 Whitbeck, Ray H.
 Wilensky, Joseph.
 Willis, Anna W.
 Wolf, Estella.
 Wood, Laura.
 Worster, Louise.

WAR INDUSTRIES DIVISION.¹

PRICE SECTION.

Mitchell, Wesley C., chief.
 Aldrich, H. R.
 Anderson, Frank F.
 Anderson, Susie L.
 Atwood, Jane K.
 Averill, W. A.
 Barber, William A.
 Barnes, Eva A.
 Barton, Elizabeth.
 Belt, Esther R.
 Benjamin, E. Gail.
 Boothe, Vira B.
 Bottlemay, Ann M.
 Bowler, Marion.
 Bowman, Maude.
 Breithut, Major F. E.
 Brooke, Marshall.
 Brooks, Arta.
 Brown, Elizabeth.
 Bruning, Harry F.
 Carey, Elizabeth.
 Carleton, Capt. Paul W.
 Cassebeer, F. W.
 Carroll, Julia C.
 Coale, Anne E.
 Coates, Jane B.²
 Cornwall, Grace.
 Curran, John M.
 Danforth, Mary L.
 Davies, Martha.
 Day, Ida R.
 Dickinson, Florence.
 Dorsey, Catherine.
 Dorsey, Mary.
 Evans, Agnes McC.
 Fairchild, Grace.
 Fetzer, Dorothy M.
 Finnegan, Catherine.
 Ford, Grace.
 Fowler, Mrs. E. M.
 Fry, C. L.
 Gager, Dorothy.
 Gallagher, Catherine.
 Gallagher, Ella.
 Garrett, Paul W.
 Goldsmith, Margaret L.
 Grady, Henry F.

Green, Julia.
 Hannah, Christine.
 Henry, Hazel.
 Herst, Edith G.
 Heacock, J. Linden.
 Hickling, Sarah.
 Hotchkiss, Mrs. W. E.
 Hoyt, Homer.¹
 Hood, Mabel.
 Hughes, Florence G.
 James, A. E.
 Jennings, Helen E.
 Jones, Webster N.
 Kagan, Leo B.
 Kehr, Florence.
 Koch, John.
 Law, H. M.
 Leshner, C. E.
 Lewenberg, H. L.
 Lewis, Capt. W. Lee.
 Long, Alma I.
 Lubin, Isador.
 Lippard, Mildred E.
 McAlee, Alice.
 McCarty, Alice.
 Magee, Mary.
 Maxwell, Lloyd.
 Meldrum, W. Buell.
 Middaugh, Florence.
 Minnick, Arthur.
 Mitchell, Blanche.
 Moynihan, Mary.
 Obrigg, Muriel.
 Owen, Elizabeth.
 Peltason, Paul A.
 Penniman, Frances R.
 Pollock, Betty.
 Price, Anne.
 Ray, Anna.
 Ray, Elsie.
 Reilly, Hazel F.
 Richard, Colette.
 Rogers, James H.
 Ryan, Marie E.
 Ryder, Oscar B.
 Sandmeyer, Ida V.
 Schmuckler, Jacob.
 Self, Florence E.
 Shaulis, L. L.²

¹ Transferred to War Trade Board, January, 1919.

² Loaned by Bureau of Research.

Sheldon, Davina.
 Shelton, Katherine.
 Smith, Cora M.
 Snodgrass Catherine.
 Snodgrass, Elizabeth.
 Stakem, Rosalene.
 Stark, Sadie L.
 Stewart, Stella.
 Stewart, Walter W.
 Stoker, Ruth.
 Tazalaar, Marguerite.
 Thomas, William R.
 Trumbull, Capt. Harlan.
 Van Wye, Myrtle.
 Wade, Irene.
 Wallace, Hermian.
 Weeks, Mrs. F. P.
 Wildman, Murray S.¹
 Willard, H. R.
 Wilson, Stella.

Wilkinson, Blanche.
 Wolman, Leo.
 Wood, Debora.

INDUSTRIAL CONDITIONS SECTION.

Frank, Lawrence K., chief.
 Batson, Winifred.
 Dunham, Esther.
 English, Carrie.
 Gorman, Dorothy.
 Hamilton, Cora N.
 Jackson, Charles D.
 Nichols, Dorothy.
 Parker, Clara.
 Pollitzer, Aline.
 Redford, Mrs. A. A.
 Rosenzweig, Charles L.
 Simpson, Myrtle.
 Tomlinson, Mary W.

BUREAU OF TABULATION AND STATISTICS.

PERSONNEL ON NOVEMBER 11, 1918.

Acting Director: W. C. Sims.

DIRECTOR'S OFFICE.

Sims, W. C., acting director.
 Dwinell, Caroline E., secretary.
 Ogsbury, Charles R., assistant director.
 Dias, Anna K., secretary.
 Flaherty, Doris, clerk.

CLERICAL SECTION.

Carroll, Katherine C., section chief.

Clerks.

Bond, Emma.
 Bright, Daisy.
 Brunson, Ruby.
 Cannon, Lillian G.
 Cannon, Margit B.
 Fees, Ruth D.
 Davis, William C.
 Ferrell, Nettie S.
 Green, Grace L.
 Hall, Zana.
 Kelly, Katherine B.
 Kepley, Nell.
 Laing, Mary R.
 Marshall, Helen M.
 Massey, Bessie V.
 Moore, Mary L.
 Poppleton, Hilda.
 Scott, Katherine L.
 Sisson, Sadie A.
 Skelly, Nell J.
 Wetherbee, Winnifred G.

CONVERSION SECTION.

Howell, Charmian, section chief.

Clerks.

Butler, Iris M.
 Everett, Edna O.
 Kepley, Hazel.
 Jones, Winifred H.
 Justus, Inez.
 Moseley, Sallie Mae.
 Newman, Dorothy A.

CODING SECTION.

Whiting, Mary K., section chief.

Clerks.

Ambrosi, Anita M.
 Andrus, Clara L.
 Ashworth, Bertha C.
 Austin, Bertha.
 Banes, Alice E.
 Barkdull, Marie.
 Beatty, Esther S.
 Bell, Louise P.
 Bennett, Phebe L.
 Boyce, Sadie L.
 Bulman, Edna.
 Bussard, Grace T.
 Carmack, A. Christine.
 Carroll, Margaret M.
 Champney, Augusta.
 Corlett, Christine M.
 Cole, Emma J.
 Coleman, Nellie M.
 Conrad, Doris M. S.
 Conghlin, Cecilia M.
 Crocker, Florence B.
 Davis, Hilda.
 Denhardt, Grace.
 Doctor, Leonie.

¹ Loaned by Bureau of Research.

Doyle, Anna.
 Edwards, Bess.
 Ewing, Sallie R.
 Gallagher, Willa.
 Ham, Fern D.
 Hamelink, Rena S.
 Hart, Leona E.
 Healy, Norine.
 Hedden, Mary.
 Hicks, Lillian.
 James, Mary P.
 Jones, Lucille T.
 Kirk, May Towles.
 Kirkpatrick, Frances B.
 Lohner, Martha L.
 McAneney, Maude E.
 McFarren, De Etta.
 McClinton, Annie L.
 McWhinnie, Agnes.
 Magruder, Helen.
 Malone, Jeannette V.
 Murphy, Grace A.
 Neuman, Viola.
 Rabbit, Ella G.
 Sanders, Homer L.
 Shelley, Glenn N.
 Smith, Miriam E.
 Stout, Josephine.
 Tabor, George L.
 Taylor, Iona Wathen.
 Weiss, Regene M.
 Wisman, Fannie.
 Working, Grace.

Messenger.

Cooper, Raymond.

PUNCHING AND VERIFYING SECTION.

France, Emma G., section chief.

Card punchers.

Abell, Mary.
 Baird, Francelia.
 Barber, Lois E.
 Beall, Margaret.
 Brandt, Alma.
 Brown, Mary C.
 Bruff, Naomi M.
 Burke, Madeline V.
 Butler, Rita L.
 Coe, Cornelia.
 Cox, Margaret.
 Crawford, Nettie G.
 Cullen, Teresa B.
 Davis, Edna.
 DeAtley, Elsie.
 Deaton, Lois.
 DeGaw, Ethel.
 Downing, Sallie.
 Drake, Marion Roberts.
 Edwards, Allie V.
 Edwards, Elizabeth E.
 Eppley, Lydia.
 Goldstein, Mary.

Goodall, Anna B.
 Gray, Mabel.
 Hewlett, Cleo.
 Hohein, Loretta M.
 Hurley, Grace.
 Inge, Lillian.
 Johnson, Julia V.
 Jones, Bessie H.
 Kirby, Nettie G.
 Lee, Elizabeth.
 Lehman, Emma R.
 Lewis, Louise Edna.
 Longley, Mrs. M. T.
 Lynch, Helen M.
 McBride, Abbie.
 McLeod, Pauline.
 McLeod, Francis.
 McQuilken, Margaret.
 Moore, Margaret.
 Murphy, Bessie.
 Nicholson, Marguerite.
 O'Brien, Jane.
 O'Day, Charlotte.
 Ogden, Mary L.
 Peverill, Ruth.
 Pope, Annie.
 Pringle, Elizabeth.
 Reed, Beryl L.
 Roberts, Agnes.
 Rogers, Marie E.
 Rohrman, Florence.
 Rose, Violet A.
 Sager, Gladys M.
 Schleith, Fred L.
 Stiles, Marie.
 Swayzee, Helen.
 Thomas, Blanche I.
 Thompson, Evelyn.
 Trent, Susie.
 Ulrich, Bessie M.
 Webster, Evelyn M.
 Weir, Richie.
 Yoe, Mary S.
 Yuetter, Helen W.
 Zimmerman, Katherine M.

Verifiers.

Ranahan, M. Margaret, subchief.
 Buzzone, Elmira.
 Cash, Margaret.
 DeNona, Estelle.
 Dobrowolski, Margaret M.
 Duffy, Agnes.
 Englehardt, Genevieve.
 Green, Jane R.
 Junkin, Ruth E.
 Laughlin, Florence.
 Marley, Mary L.
 McIlyer, Jennie.
 O'Keffe, Mary P.
 Pickering, Agnes E.
 Stumpf, Violet M.
 Sullivan, Anna.
 Wallace, Alice.
 Watts, Martha D.
 Wolfson, Bennie.

IMPORT SECTION.

Parker, Minnie, section chief.

Clerks.

Senior, Mildred B.
Stern, Jessalyn.
Wills, Mary I.
Zimmerman, Leola.

Verifier.

Sloan, Hazel B.

Card puncher.

Sutton, Florence.

TABULATION SECTION.

Money, W. P., section chief.

Sorting machine operators.

Bladen, Cecelia.
Callahan, Catherine.
Doyle, Iola.
Downs, Dorothy V.
Downing, Alma M.
Evans, Myrtle.
Gerhold, Henry R.
Klinge, Hazel.
Lee, Sophronia.
Nelson, Hazel.
Sullivan, Margaret.

Tabulating machine operators.

Gallagher, Pauline.
Heitman, L. C.
James, Dorothy E.
Koentz, C. H.
McGill, Annabell.
Mawson, Helen.
Nellis, Myra.
Price, Virginia Bell.
Shaw, Roselia B.

Filing clerks.

Haven, Hannah.
Peterson, Minnie K.

Comptometer operator.

Osborne, Florence W.

Messengers.

Hagen, Frances.
Kemp, Paul F.
Lipschetz, Pauline.

TYPING SECTION.

McClure, J. L., section chief.

Typists.

Ambrose, Elizabeth.
Babcock, Dorothy W.
Byrne, Claire M.
Bryner, Pearl L.
Cale, Ora.
Caulton, Laura F.
Chisolm, Mabel S.
Davis, Fannie L.
Denham, Margaret.
Feldman, Lottie.
Hammaker, Katherine I.
Hood, William E.
Horn, Ruth.
Jacquay, Clara.
Johnson, Mary U.
Lewis, Lydia G.
Lowrey, Ethel O.
McNamara, Mary E.
Miller, Linnie B.
Mitchel, Cumi.
Nolan, Anne E.
Nurnmberger, Helen M.
O'Neill, Mary H.
Pineo, Louise D.
Rode, Martha A.
Rosenbloom, Etta.
Sipes, Bessie F.
Tilghman, Sarah C.
Williams, Mamie.
Williams, Mary P.

FILING SECTION.

Cambre, Della A., section chief.

Clerks.

Ashby, Goldie.
Boe, Lydia.
Brooks, Hattie C.
Brown, Clara A.
Carlin, Anna C.
Clements, Dorothy B.
Deardorff, Ethel I.
Ferrell, Marie L.
Hudd, Mary H.
Jordan, Grace J.
Link, Aster P.
Lynch, Anna.
McKeever, Elisa B.
McNamara, Virginia.
McGhee, Opal.
McNeal, Florence.
Martin, Bernadette A.
Miller, Cecilia J.
Moser, Mamie M.
O'Brien, Margaret M.
Parkinson, Helen M.
Shand, Geraldine M.
Thomas, Alberta E.
Thompson, Inez R.
Thornton, Mary L.
Towle, June M.

Wakeman, Doris L.
 Wilkin, Helen O.
 Williams, Helen.
 Williams, Mary S.

Messengers.

Beardmore, Mable.
 Eastburn, Miriam K.
 Ichillian, Anna.

EDITORIAL SECTION.

Morrison, William, section chief.

Assistants.

Denby, Stephen F.
 Ullman, G. N.

Appointees separated before the armistice or appointed after the armistice.

Director: Reed, Lowell J.

Acton, Paul C.
 Adams, Hilda Mae.
 Albro, Edith G.
 Andrews, Marion Mae.
 Ashton, Helen A.
 Barber, Coralie R.
 Barber, Vincent J.
 Bennett, Mary C.
 Bettis, William.
 Bibb, Walter P., jr.
 Billings, Lillie G.
 Blye, Reina N.
 Bright, Edwin L.
 Briscoe, Amelia V.
 Bromwell, Thelma A.
 Brothers, Kathleen E.
 Brown, Helen.
 Bryan, Grace A.
 Burch, Harriet E. Dent.
 Burdine, Mary E.
 Burgess, Evelyn.
 Burton, Frances J.
 Cannon, Blanche G.
 Cannon, Mary E.
 Carroll, John.
 Carruthers, Ruth L.
 Carter, Ethel E.
 Cassell, Pauline.
 Causey, Winifred.
 Cervone, Mildred.
 Christensen, Esther.
 Christensen, Ruth.
 Christopher, Mercedes.
 Clark, Grace M.
 Clements, Faith.
 Cohen, Ella M.
 Cohen, Leonard J.
 Collis, Ruby T.
 Cooper, Anna P.
 Cotton, Cornelia M.
 Coughlin, Dorothy W.
 Crawford, Marjorie.
 Creveling, Katherine A.
 Crogan, J. D.
 Crosthwaite, Ethel.
 Crowe, Dorothy M.
 Cummings, Rachel O.
 Davis, Edna K.
 Davis, Ivy Hilton.
 De Alba, Rose.
 Dellar, William E.
 Dellow, Florence E.

Dixon, Helen M.
 Donaldson, Mabelle.
 Donovan, Catherine.
 Doswell, Vivian.
 Dowden, Eleanor C.
 Downs, Mary E.
 Dulaney, Martha.
 Dunavant, Sallie.
 Eichling, Mrs. Richard.
 Elliot, Albert.
 Ellenbogen, Henry D.
 Faris, Corinne.
 Faust, Helen.
 Faust, Winifred.
 Fleming, Ellen.
 Foght, Margaret Hope.
 Gardes, George.
 Gardes, Henry W.
 Garrison, Laura E.
 Gendron, Louise M.
 Gorman, Alexander.
 Graham, Edith E. J.
 Graham, Florence.
 Gray, Marian.
 Green, Irene H.
 Greenhalgh, Marceil.
 Grimm, Mary K.
 Hockensmith, Bonnie L.
 Hains, Ruth.
 Hamme, Annie J.
 Harris, Emma J.
 Hartranft, Julia H.
 Harvey, Geraldine.
 Hevener, John W.
 Hickman, Leila E.
 Hill, Edgar W.
 Hill, Margaret.
 Hilton, Rena O.
 Holland, Mildred.
 Holland, Ruth A.
 Hopkins, F. G.
 Hughes, John H.
 Ingram, Frances F.
 Irving, Carrie E.
 Ives, Amy.
 Kissinger, John.
 Kelso, Anna J.
 Kenny, Alice V.
 Kennon, Clara V.
 King, Donald.
 King, Paul C.
 Kingdon, A. C.

Knight, Maude E.
 Ladd, Nina.
 Lambert, Ella H.
 La Salle, Mrs. Clan.
 Leffers, Sam.
 Lehman, Della.
 Leod, Francis D.
 Lewis, Flora D.
 Loler, Elizabeth W.
 McCalmont, Katharine E.
 McCarthy, Elizabeth.
 McDowell, Margaret.
 McGill, Annabel.
 MacEwen, G. M.
 McNey, Mary M.
 Marley, Mary L.
 Martin, Cecelia.
 Martin, Eva G.
 Mathers, Lillian E.
 Morse, Pellena F.
 Mudd, Esther.
 Mulford, Hunter P.
 Mulvogue, Mabel D.
 Munsinger, Emily M.
 Murphy, Doris J.
 Murphy, Helen M.
 Nelson, Violet.
 Nichols, Mabel C.
 Nolan, Margaret.
 O'Donnell, Josephine.
 Ogsbury, Charles R.
 O'Neil, Ida.
 Parker, Edith L.
 Penne, Anna.
 Petty, Bonnie B.
 Phillips, Enna E.
 Poston, Hazle R.
 Pyles, Marian.
 Rainey, Louise M.
 Ratcliff, Ruby I.
 Reid, Isabel.

Reilly, Regina.
 Reynolds, Cornelia M.
 Ricker, Ella V.
 Roberts, Bessie.
 Rosenweig, Charles L.
 Rykerd, Margaret E.
 Sanderson, Beulah.
 Saunders, Harriett.
 Scheff, Selma.
 Sears, Ruth M.
 Sharp, Edith.
 Sims, William C.
 Sinrod, Nathan.
 Smith, Emily B.
 Smith, Eva D.
 Smith, Florence E.
 Smith, Helen E.
 Smith, Lester.
 Stewart, Elizabeth.
 Stewart, Paul W.
 Stonebraker, Edith.
 Stovall, Mattie E.
 Stovall, Nell.
 Tallant, Mary E.
 Tasker, Bessie M.
 Thomas, Grace.
 Thomas, Sylvester George.
 Thompson, Agnes C.
 Thyer, William H.
 Turnley, R. W.
 Uzzell, Carrie E.
 Walker, Maude.
 Walter, Caroline M.
 Weidenhammer, Hattie M.
 Welch, Mary J.
 Werner, Mae E.
 Whitaker, John S.
 White, Eva.
 Whittlesey, Dorothy T.
 Wood, Earl Edmond.
 Wright, Selina.

BUREAU OF WAR TRADE INTELLIGENCE.

PERSONNEL ON NOVEMBER 11, 1918.

Director: Paul Fuller, jr.

DIRECTOR.

Fuller, Paul, jr.
 Jefferson, Julia E., secretary.

ASSISTANT DIRECTOR.

Ely, Richard.
 Meyer, Grace, secretary.

ASSISTANT DIRECTOR—OFFICE MANAGEMENT AND PERSONNEL.

Howell, Herbert H.
 Frothingham, Alice L., typist.
 Stears, A. L., assistant.
 Miller, Myrl O'Neal, typist.
 Payne, John, messenger.
 Ring, William C., messenger.

ASSISTANT DIRECTOR—NEW YORK OFFICE.

Bodman, George.
 Bolger, Anna T., typist.
 Brasol, Boris L., confidential investigator.
 Brooks, Irene, typist.
 Garfield, Ray R., stenographer.
 Jenkins, Kezia E., stenographer.
 Liston, Florence, stenographer.
 Standen, Mary I., typist.
 Steiner, Lajos, assistant.

REPRESENTATIVE VIOLATIONS COMMITTEE.

Mack, H. W., chairman.
 Magruder, Lawson, secretary.
 Brawner, Sarah, typist.
 Brettle, Mildred, stenographer.
 Bruell, D. May, confidential junior assistant.

Collins, Rose Mary, typist.
 Dunbar, Helen, typist.
 Fuller, Elizabeth, clerk.
 Hardenbergh, William P., jr., trade expert.
 Smith, Beulah, confidential junior assistant.
 Wilson, E. H., trade expert.

ENEMY PROPERTY DIVISION.

Bakewell, A. C.
 Blaine, Margaret G., confidential junior assistant.
 Ficke, Florence E., stenographer.
 Garrett, Stella, confidential junior assistant.
 Genung, Charles H., assistant.
 Hunt, Nancy C., confidential junior assistant.
 Wallerstein, Ruth C., confidential junior assistant.

DIVISION OF RESEARCH AND INVESTIGATION.

Campbell, H. J., chief.
 Armstrong, Sinclair H., assistant.
 Butler, Marie, stenographer.
 Carter, Allen J., assistant.
 Creighton, John T., assistant.
 Emerson, Guy T., assistant.
 Johnston, Lorena, typist.
 Lester, Ralph, confidential investigator.
 Paine, Charles C., assistant.
 Richardson, Austin L., legal assistant.
 Scott, Henry R., assistant.

DIVISION OF CENSORSHIP AND CORRESPONDENCE.

Schaff, Norman.

(a) *Censorship.*

Adamson, Louise I., representative War Trade Board.
 Batchelder, Charles C., representative.
 Crone, Frank L., assistant.
 Gordon, Arthur E., representative War Trade Board.
 Hoggsett, George, representative War Trade Board.
 Keller, Edwin, representatives War Trade Board.

(b) *Postal.*

Postley, Gilbert J., assistant.

(c) *Cable.*

Latting, Emerson, assistant.

(d) *Examination of correspondence.*

Atwater, Conway L., confidential junior assistant.
 Hall, Constance S., assistant.

LISTING DIVISION.

Enemy trade, confidential suspect, and cloaks list.

Bingham, J. W.
 King, Lota M., confidential junior assistant.
 Allen, Blanche, typist.
 Bartholomew, Pearl H., confidential investigator assistant.
 Bergen, Beatrice M., typist.
 Billings, Nellie M., typist.
 Brown, Dorothy, typist.
 Carlin, Leo, assistant.
 Ellis, Ruby Grey, clerk.
 Foster, B. O., confidential investigator.
 Gerber, Julia, typist.
 Gurley, Ann M., clerk.
 Halliday, Margaret Ann, typist.
 Hougham, Robert B., confidential examiner.
 Keating, Genevieve, typist.
 Schnebly, Merrill I., legal assistant.
 Simonton, James W., assistant.
 Sojka, Betty C., typist.
 Tanner, Ethel M., index and catalogue clerk.

EXAMINING DIVISION.

Holt, H. G., chief.
 Fairbanks, H. P., assistant.

EXPORTS.

(a) *South America.*

Gardiner, Raynor M.
 Childs, Marjorie M., confidential junior assistant.
 Dod, Albert B., assistant.
 Keiser, Bernardine A., confidential junior assistant.
 Mosser, Katherine, confidential junior assistant.
 Smith, Norma E., confidential junior assistant.
 Stearns, Douglas C., assistant.
 Voorhees, Frederic, confidential junior assistant.
 Wildman, Anna L., confidential junior assistant.
 Wilson, Beulah, typist.

(b) *Mexico.*

Lawrence, Schuyler, examiner.
 Shreve, C. Dudley, assistant.
 Bailey, Harry D., messenger.
 Barry, Marie M., clerk.
 Cottrell, Edith M., confidential junior assistant.
 Green, Elizabeth D., clerk.
 Harmon, Ella M., clerk.
 Havens, Blanche, clerk.

Hill, Mabel M., confidential junior assistant.
 Lowrey, Sarah S., confidential junior assistant.
 Murray, Rose, clerk.
 Wren, Marie, stenographer.

(c) *New York and United States Possessions.*

Patterson, E. L.
 Bailey, Durward F., confidential assistant.
 Baker, Anne D., assistant.
 Bell, Adelyn, clerk.
 Casey, Theresa A., stenographer.
 Coleman, Alex W., editorial assistant.
 Edwards, Walter A., confidential adviser and examiner.
 Emory, Margaret A., stenographer.
 Essling, Cordelia, clerk.
 Gillman, Juanita H., assistant.
 Hale, James P., confidential investigator and examiner.
 Hamilton, Erema, assistant.
 Leavy, Sarah, confidential junior assistant.
 Lockwood, Helen, assistant.
 Lydecker, Mary Guernsey, confidential assistant.
 Malcolm, Jessie C., confidential junior assistant.
 Marshall, Thomas M., assistant.
 Martin, Charlotte, clerk.
 Menniger, Anna C., clerk.
 Moore, Nelle B., clerk.
 Norris, Margaret, confidential junior assistant.
 Peck, Winifred K., confidential junior assistant.
 Pratt, Charles, assistant.
 Roper, Grace, assistant.
 Shartle, Marion C. C., confidential junior assistant.
 Shea, Gertrude D., stenographer.
 Stadel, Antoinette, typist.
 Stewart, Lois, confidential junior assistant.
 Sweet, James Allen, confidential examiner and adviser.
 Taggart, Etta Louise, confidential junior assistant.
 Vreeland, Margaret L., confidential junior assistant.
 Wallace, Harry R., assistant.
 White, Priscilla R., assistant.

(d) *Central America.*

Mitchell, F. J. R.
 Brooks, Ethel M., stenographer.
 Deneen, Anna M., typist.
 Huntington, Katherine, confidential junior assistant.
 Johnson, Mary E., confidential junior assistant.
 Knight, Minnie A., clerk.

McLeod, Archibald A., assistant examiner.
 Shanklin, Martha G., clerk.
 Sullivan, Mary L., clerk.
 Tobias, Martha W., clerk.
 Tourtellot, Frances A., confidential junior assistant.

(e) *Foreign Countries.*

Nichols, A. B.
 Allen, Irene M., confidential junior assistant.
 Greacen, Joseph W., examiner.
 Gudger, Genevieve W., confidential junior assistant.
 Haggerty, Scotia S., confidential junior assistant.
 Klein, Grace L., confidential junior assistant.
 Lindley, Charles A., assistant.
 Logan, Lotta W., clerk.
 Penick, Mattie C., typist.
 Platt, Adele, clerk.
 Vincent, Mildred C., confidential junior assistant.
 Walcott, Mary A., clerk.
 Webb, Mary Murtha, confidential junior assistant.

(f) *Cuba.*

Hinrichs, F. S., examiner.
 Davis, Elizabeth M., typist.
 Foley, Francis X., messenger.
 Stuller, Florence B., clerk.
 Tipton, Martha L., clerk.

Imports.

Life, Frank M.
 Costello, Marguerite L., clerk.
 Dewey, Katherine, clerk.
 Diamond, Isabella S., confidential junior assistant.
 Frazee, Lowell, clerk.
 Hodges, Annie M., typist.
 McClellan, J. Harriet, clerk.
 Thomas, Arthur F., assistant.
 Toms, Bernice, assistant.
 Valgren, Margaret S., assistant.
 Wilkie, Julia E., assistant.

Stenographic Section.

Fox, Anna Louise.
 Barnhartt, Eva S., stenographer.
 Baumblatt, Ruth, stenographer.
 Bradley, W. B., typist.
 Brettle, Mildred F., stenographer.
 Brown, Ethel G., typist.
 Burrell, Beulah V., stenographer.
 Cotter, Elizabeth D., stenographer.
 Haldimand, Lulu B., stenographer.
 Hethrington, Beulah, stenographer.
 Lansing, Edna C., stenographer.
 Lyons, Loretto, typist.
 Mayer, Anna, typist.

Newell, Alphonso M., stenographer.
 Redheffer, Emerette R., typist.
 Roach, Mary C., typist.
 Smith, Ruth C., stenographer.
 Thacker, Bernice W., stenographer.
 Vasbinder, Ellen, typist.
 Watkins, Esther B., stenographer.
 Weaver, Clea, stenographer.
 Young, Effie, stenographer.
 Zacheiss, Emaline, stenographer.

SUBSTITUTE FIRMS.

Walker, Cecil T.
 Donnan, Dorothea W., clerk.
 Hanauer, Ida M., clerk.
 Herman, Eliza Jane, clerk.
 Hinnant, Esther W., clerk.
 Kerns, Olive H., clerk.
 Tompkins, Edith C., clerk.

SPANISH DIVISION.

Crosby, J. P., examiner.
 Bailey, Florence M., stenographer.
 Bounds, Mary E., clerk.
 Doyle, Miriam, stenographer.
 Entwistle, Miriam, typist.
 Kahler, Henry C., assistant.
 Kelly, Ambrose J., assistant.
 Luquer, Lynch, assistant.
 Noyes, Martha, assistant.

CITIES WEST OF THE MISSISSIPPI.

Bowler, R. B., examiner.
 Washington, John A., messenger.
 Miller, R. B.
 Doorley, June, typist.
 De Jarnette, Gabriel, clerk.
 Flanigen, Jessy, confidential junior assistant.
 Peters, Dora, typist.
 Reddy, Rose M., clerk.
 Rees, D. May, typist.
 Walker, Bernice, typist.

WAR TRADE INTELLIGENCE.

Reception room.

Hollingsworth, Luisa A., confidential junior assistant.
 Schnell, Nina M., typist.
 Truax, Clara F., confidential junior assistant.

Cable room.

Burgess, Helen L., stenographer.
 Anderson, Mamie, typist.
 Daugherty, Arline, clerk.
 Delavan, W. Gee, jr., messenger.
 Hicks, Edna M., typist.
 Parker, Thomas Henry, messenger.
 Smith, Thelma, typist.
 Thompson, Howard, messenger.
 Williams, James O., jr., messenger.

EDITING AND CARDING DIVISION.

(a) Editing Section.

Richards, H. S.
 Adams, A. L., law clerk.
 Allen, Louis F., assistant.
 Barnhill, Josephine, clerk.
 Boyden, Victor H., assistant.
 Bowker, Kathleen, confidential junior assistant.
 Bracegirdle, Margaret M., confidential junior assistant.
 Dearborn, Frank A., assistant editor.
 DeBokker, Leander J., confidential editorial clerk.
 Doran, Cecelia A., law clerk.
 DuBois, A. G., editorial assistant.
 Farmer, Mary, confidential editorial research assistant.
 Follen, Elizabeth A., clerk.
 Foster, Josephine R., assistant.
 Foster, O. A., assistant.
 Gregory, Emily Ray, confidential research assistant.
 Hall, Josephine, clerk.
 Holladay, Shirley J., assistant.
 Lane, Thomas F., confidential investigator.
 Little, Sterling B., typist.
 Messier, Harriet F., typist.
 Quigley, Richard J., clerk.
 Rainbolt, Victor, confidential investigator.
 Randolph, Charles C., assistant editor.
 Richards, B. N., assistant.
 Rose, Clara B., clerk.
 Russell, Katherine, typist.
 Smith, Ruth C., stenographer.
 Snow, Louis F., assistant.
 Theaker, Anna R., clerk.
 Weeks, Vina L., typist.
 Wickham, J. D., assistant.

(b) Stenographic Section.

Wheeler, Helen Ellis.
 Aldrich, Margaret, typist.
 Barnard, Ethel James, stenographer.
 Barrett, Marguerite, typist.
 Bastian, Viola L., typist.
 Bean, Maude I., stenographer.
 Berry, Helen M., typist.
 Burton, Irene, typist.
 Bowman, Frank E., typist.
 Burnstead, D. E., typist.
 Campfield, Anna B., typist.
 Cayouette, Leontine, stenographer.
 Coulon, Daisy, stenographer.
 Cooke, Maude, typist.
 Cramer, Mary E., typist.
 Darling, Haisel, stenographer.
 Davidson, Anna Mae, stenographer.

Davis, Marion, stenographer.
 Desha, Agnes M., stenographer.
 DeVaney, Marie A., typist.
 Dunkley, Clara E., typist.
 DuVall, Mabel M., typist.
 Eastburn, Rita M., typist.
 Faye, Anna E., typist.
 Feldman, Mollye, typist.
 Finley, Hannah E., typist.
 Folse, Sadie J., typist.
 Forsgren, Grace, stenographer.
 Fox, M. Louise, typist.
 Frederici, Louise M., clerk.
 Frederick, Edith M., stenographer.
 Gilligan, Dorothea C., stenographer.
 Goldman, Sarah D., typist.
 Hammond, Christine, stenographer.
 Harris, Helen E., stenographer.
 Hoffman, Elsie V., typist.
 Houchen, Mildred E., typist.
 Hutton, Anna, typist.
 Kimmel, Esther B., stenographer.
 Lane, I. May, stenographer.
 Leary, Mary L., stenographer.
 Leslie, Ruth C., typist.
 Lewis, Harriet W., typist.
 Lewis, Helen, stenographer.
 Leonard, Esther, stenographer.
 LePreux, Marie J., typist.
 Libby, Maude H., typist.
 McMichael, Mabel, stenographer.
 Malone, Mary, typist.
 Maloney, K. Madeline, typist.
 Martin, Frances B., typist.
 Miller, Adelheid C., typist.
 Miller, Alice E., typist.
 Mollott, Esther, stenographer.
 Morrison, Erin, typist.
 Newlon, L. J., typist.
 Nichols, Florence, typist.
 Norfleet, Helen D., typist.
 Paige, Louise, typist.
 Pittman, Genevieve M., typist.
 Pitts, Gertrude M., stenographer.
 Pitts, Mabel C., stenographer.
 Plummer, Hazel, stenographer.
 Richards, Stella, typist.
 Roberts, Miriam, stenographer.
 Roe, Eunice V., typist.
 Rumbaugh, Ruth, stenographer.
 Schrepfer, Bertha, typist.
 Shafer, Ellen J., stenographer.
 Shotwell, Ouida, stenographer.
 Smith, Jennie S., stenographer.
 Soady, Eunice, stenographer.
 Speers, Edith B., typist.
 Stowe, Gladys M., stenographer.
 Straughan, Marion L., typist.
 Tell, Mary F., stenographer.
 Thurston, Llewella S., stenographer.
 Tuthill, Jane E., typist.
 Voegtlin, Mabel, typist.
 Wohlfahrt, Clara M., stenographer.

Woods, Genevieve F., typist.
 Wright, Edna, typist.
 Young, Edna, typist.
 Young, Evelyn G., typist.

(c) Duplicating Section.

Heckman, Harvey M.
 Blair, Edith L., clerk.
 Blandford, Agnes C., clerk.
 Bodmer, Marjorie, clerk.
 Brooks, Isabelle G., clerk.
 Chrissinger, Besse G., clerk.
 Cook, Faustine D., clerk.
 Duddy, Rose M., clerk.
 Evans, Archie, messenger.
 Gaylord, Mabel V., clerk.
 Goffney, Edward, messenger.
 Gregory, Ethel M., clerk.
 Griffith, Mayne L., clerk.
 Grimes, Mary, typist.
 Haberman, Abel, messenger.
 Heath, A. C., clerk.
 Holaway, Belle, clerk.
 Kline, Alecia, clerk.
 Lee, John F., duplicator operator.
 Lowe, N. Olive, clerk.
 Moore, Georgie, typist.
 Pegler, Ethel, clerk.
 Plant, Paul J., duplicator operator.
 Porter, Harold, messenger.
 Price, Elmer E., duplicator operator.
 Ray, Horace, messenger.
 Ray, Ted, messenger.
 Raymond, Victor, messenger.
 Ready, George, messenger.
 Roberts, Elta C., clerk.
 Robertson, Sarah C., clerk.
 Ryland, Constance M., clerk.
 Scott, Wada C., clerk.
 Shelton, Ora B., clerk.
 Shreve, Mary B., clerk.
 Taylor, Thomas, messenger.
 Tillet, P. O., duplicator operator.
 Tipton, Martha L., clerk.
 Stannard, Annette C., clerk.
 Wakeford, Mary W., clerk.
 Walters, John L., messenger.
 Wilkinson, T. A., clerk.

Filing room.

Bowes, Mrs. L. B., chief of records.
 Abel, Carrie F., clerk.
 Ballard, Abbie, clerk.
 Bowes, Mary, messenger.
 Boyce, Eunice E., clerk.
 Colvin, Edith, typist.
 Elliott, Edward, messenger.
 Folliard, Alphonsus P., messenger.
 Fowler, Alice C., typist.
 Gildea, Bertha H., typist.
 Hampton, Eva M., typist.
 Hawkins, Maude R., typist.
 Kramm, Marie C., typist.
 Lewallen, Mary E., clerk.

McCabe, Mary L., clerk.
 McClure, Lucretia, confidential
 junior assistant.
 McLemore, Harriet, clerk.
 Murname, Bertha, confidential
 junior assistant.
 Pittman, Lolo, clerk.
 Quinn, Mary Helen, typist.
 Rouse, Myrtle, clerk.
 Tamer, Maude R., typist.
 Thompson, Neely K., clerk.

General Typist Division.

Lane, Dixie.
 Baker, Kathleen, typist.
 Ball, Louise, typist.
 Church, Ethel, typist.
 Coffey, Nora G., typist.
 Dankmeyer, Eleanor L., typist.
 Dowell, Maude I., typist.
 Gorman, Catherine, typist.
 Hamer, Fayne, typist.
 Hasbaugh, Clara, typist.
 Hopkins, Florence E., typist.
 Hutchinson, Helen L., typist.
 Johnson, Roberta M., typist.

Klein, Catherine, typist.
 Levin, Anna B., typist.
 Luce, Margaret M., typist.
 Lyles, Dorothy C., typist.
 Minick, Marguerite M., typist.
 Oriani, Annie, typist.
 Spottswood, Grace B., typist.
 Wilson, Mary West, typist.
 Wylie, Helene A., typist.

Baltimore representative.

Zollinger, Harvey K.

Seattle representative.

Hupp, Glenn C.

San Francisco representative.

Stewart, John L.

Confidential consignor list.

Orr, George P., confidential legal as-
 sistant.

Appointees separated before the armistice or appointed after the armistice.

Aberg, William J. P.
 Aigler, Ralph W.
 Aitken, John.
 Allen, Mary.
 Allen, Victoria F.
 Allis, Lillian.
 Ames, Harold E.
 Atwater, Judith P.
 Austin, J. Bliss.
 Ayers, William H.
 Bachus, R. C.
 Baldwin, Margaret L.
 Ballou, Percy S.
 Barbey, Pierre L.
 Barck, Helen E.
 Barlow, A. D.
 Batton, Zella.
 Berlinghoff, Florence E.
 Berman, Norman N.
 Beyer, Katherine S.
 Biggins, Katherine D.
 Bingham, Charles W.
 Bingham, Florence C.
 Birthright, William J.
 Blessner, Henry W.
 Bodman, Louise.
 Bramhall, Frederick D.
 Brengel, Bessie.
 Broad, Frank W.
 Brown, Clara A.
 Brown, George T.
 Brown, Raymond G.
 Burrough, Kenick D.
 Cahill, Ethel D.
 Calhoun, Francis A.
 Campbell, William H.
 Carpenter, Ruth A. C.

Chamberlain, Grace B.
 Chapman, Laura.
 Clark, Alice H.
 Clary, Agnes.
 Clerke, Philip N.
 Colvin, Bonnie B.
 Comtois, Helen E.
 Cousins, George.
 Cowan, John Harding.
 Crager, George C.
 Crawford, Estelle.
 Curry, Lloyd M.
 Curtin, Eugene.
 Davenport, Ruth.
 DeBuys, Wallace W.
 Deck, Joe V.
 Delay, Edward V.
 Dervin, Anna.
 Diamondstein, Sidney B.
 Dickens, Ralph M.
 Dillon, Daniel.
 Doughty, Isabella P.
 Downey, Vincent P.
 Drake, Nelle.
 Dutcher, Isabelle.
 Eastman, Charles R.
 Elliott, Janet.
 Emmert, Katharine Clyde.
 Esch, Evelyn.
 Evans, Elsie.
 Febes, Francis H.
 Ferbstein, L. J.
 Fisher, Bessie.
 Fisher, Genevieve R.
 Fitzgerald, Leo J.
 Fleck, Ada M.
 Foley, William A. D.

Foss, Edgar B.
Foster, A. Key.
Foster, Susie.
Frank, Mary.
Gault, Belle.
Gavit, Bernard C.
Gilchrist, R. Wilds.
Gilliss, Myrtle.
Gilson, Annie E.
Green, John Raeburn.
Greene, Harry R.
Greene, Robert E.
Greenwood, Mabel.
Grindley, Ambrose L.
Gross, Earle C.
Haddon, Hamilton.
Haig, Charles C.
Hall, Dixon W.
Hamilton, Belle O.
Hand, Hulda S.
Harman, Lucy B.
Hatton, Zella.
Haverty, John F.
Hawes, Laura.
Herbruck, Wendell.
Hibbs, Edwin J.
Hinrichs, Elizabeth C.
Hoggsett, George A.
Holbrook, John.
Hol'and, M. Louise.
Hoogs, Margaret W.
Hoston, Charles A.
Howard, Lester A.
Howe, Louise M.
Hubbard, G. S.
Hubbard, Mrs. G. S.
Hughes, Annette B.
Irving, Louis de P.
Jacoby, Belle.
Jenkins, Florence.
Johnson, Lillian O.
Johnston, Franklin.
Jones, Constance B.
Jones, Pembroke.
Joseph, Howard.
Kain, Donald E.
Keedy, Edwin R.
Keever, Hazel.
Kelly, Lucille M.
Kirchner, Albert R.
Kissel, W. Thorn.
Lacey, Margaret.
Lanahan, Loyola.
Lane, David E.
Lane, Dixie M.
Lee, Theodore E.
Leffler, Paul E.
Lewis, A., jr.
Liebert, Anna.
Lingle, Albert F.
Little, Virginia K.
Lloyd, Hortense.
Lloyd, Malcolm, jr.
Lohmeyer, Edythe F.
Loomis, John V.
Love, Willie B.
Lowe, Herbert.
Lyons, Marion R.
McCarty, Rachel.
McCaskill, Oliver L.
McDonald, John G.
MacDonald, Mary Ella.
McDonnell, Bernard J.
McGowan, Joseph.
McIntyre, Kathryn.
McLaren, Julia E.
McNamee, Francis A.
Madero, Maude.
Maloy, Dorothy.
Manders, Beulah.
Marchant, Paul C.
Marriott, Crittenden.
Martin, Mary M.
Matheu, Ignasio M.
Matteson, Genevie E.
Mayer, Carmen L.
Means, Philip A.
Mechling, Florence A.
Menefee, Dorothy R.
Moen, Edward C.
Mumford, Harold E.
Nay, Daisy W.
Nelson, Gustin Macallister
Nettleton, George M.
Nichols, James K.
O'Donaghue, Martin F.
Oliphant, Herman B.
Osborne, Lemuel.
Page, A. S.
Palmer, Mabel E.
Park, Katherine L.
Parker, Willard.
Parrish, James C.
Pendleton, Charles E.
Philbrook, Mary.
Phillippe, Ralph C.
Plum, Mary Gaddis.
Presler, Logan.
Priest, Florence A.
Proctor, Laura G.
Proctor, Thelma G.
Quinn, Clarence W.
Ranew, Annie C.
Reiley, Zula.
Reinhart, Dexter K.
Rhoades, Stephen P. Y.
Ridgely, W. R.
Riley, Armin W.
Roach, Charles E.
Robertson, Irving.
Robinson, Edith F.
Rogers, Thomas H.
Ross, Lawrence B.
Ross, Samuel.
Roys, Frank S.
Rundell, Oliver S.
Ricketts, Kate O.
Richardson, Austin L.
Stearns, Douglas C.
Stewart, John L.
Saxton, Lillian M.
Schwab, Henrietta.
Seabury, Frida S.
Selvey, Leland I.

Shepherd, Queen Lois.
 Shirk, Della.
 Sidwell, Paul.
 Slater, William A., jr.
 Smith, Earl F.
 Smith, Frederick D.
 Smith, Halton.
 Snowden, Grady W.
 Southgate, Richard B.
 Spaeth, Edith.
 Spencer, Seth S., jr.
 Staff, Charles B.
 Stephenson, Sarah.
 Sweeney, Mary B.
 Te Linde, Richard W.
 Thompson, Henry.
 Tuttle, Elbert P.
 Van Ness, J. G.

Wade, Coradel.
 Warland, William S.
 Weeks, Richard F.
 West, Dorothy.
 West, Gordon L.
 Wheelchel, Louise.
 White, Nelson.
 Whitmeyer, Viola.
 Wickersham, George W.
 Wilkinson, Stephen A.
 Williams, H. N.
 Wilson, Katherine A.
 Winslow, Kathryn S.
 Wohlfahrt, Clara M.
 Wolfe, Stanley L.
 Worthington, Marg.
 Walker, Robert G.
 Zollman, Carl.

BUREAU OF FOREIGN AGENTS.

PERSONNEL ON NOVEMBER 11, 1918.

Director: Chester Lloyd Jones.

DIRECTOR.

Jones, Chester Lloyd.
 Parker, Esther G., secretary.

ASSISTANT DIRECTOR.

Stewart, John R.

ABSTRACTOR.

Ambler, Byron S.

OFFICE MANAGER.

Affleck, Madge.

FILES.

Fisher, Iva A., file clerk.
 Van Winkle, Corinne C., assistant.

STENOGRAPHERS AND TYPISTS.

Cole, Louise D., typist.
 Condon, Gertrude C., stenographer.
 Gerety, Jennie E., typist.
 Kurtz, Helen M., typist.
 Langdon, Nannie D., stenographer.
 Moore, Eva J., stenographer.
 Rodgers, Grace E., typist.

FOREIGN AGENTS.

(a) Argentina—Buenos Aires.

Burnett, Stephen S.
 Barrett, Robert S.
 Brown, Edwin Paul.
 Lancaster, L. L.
 Noll, Bernard H.

(b) Bolivia—La Paz.

O'Brien, William D.

(c) Brazil—Rio de Janeiro.

Amory, Henry R.
 Malampre, R. L.
 St. Onge, Joseph A.

(d) Canary Islands—Las Palmas.

Parr, Charles McKew.

(e) Chile—Valparaiso.

Kizer, Edwin D.

(f) China—(1) Shanghai.

Denby, Charles.
 Cherington, E. N.

(2) Peking.

Lincoln, Chester.

(g) Cuba—Havana.

Morgan, Henry H.
 Ajui, Pedro.
 Alden, A. F.
 Barbour, Thomas.
 Blunt, C. C.
 Brecht, H. E.
 Brooks, W. S.
 Depew, Chauncey M., jr.
 Edwards, R. E.
 Ellis, Florence B.
 Estrada, Jose.
 Hendrix, E. C.
 Leal, F. S.

Mayol, Jeronimo.
 McAllister, H. L.
 Nieman, L.
 O'Neill, C. S.
 O'Neill, E. D.
 O'Neill, J. C.
 Pollack, Phillip.
 Quijano, Antonio.
 Roeder, Virginia.
 Steinhart, Percy.
 Valero, George.
 Walter, W. W.
 Wilcox, Walter D.

(h) *Denmark—Copenhagen.*

Hurley, George.
 Thompson, Erwin W.
 Cheney, Phil S.
 Hogan, Charles P.
 McQuaid, John Thomas.
 Norris, Everett D.

(i) *Ecuador—Quito.*

Smith, Howard L.

(j) *England—London.*

Sheldon, L. P.
 Bigelow, C. Willard.
 Brewster, Robert S.
 Crutchfield, David.
 Daniel, Edward M.
 Day, Julian.
 Doubleday, Felix D.
 Frothingham, Donald.
 Frothingham, Robert.
 Loomis, John U.
 Morgan, Stokley.
 Parmelee, Maurice.
 Slattery, William L.
 Thayer, William W.
 Alexander, Catherine.
 Brown, Emily.
 Buck, Hilda C. E.
 Burnside, Emma T.
 Burnside, Margaret A.
 Burnside, Mary.
 Cole, Thomas J.
 Cornford, Bertha.
 Couzens, Herbert W.
 Henderson, Suzanne.
 Horsfall, Elwy.
 Hudson, Audrey O.
 Kennard, A. S.
 Lockhart, Leonard P.
 Lovesay, H. G.
 Mainwaring, Aileen F. E.
 Morfey, Maggie A.
 Osborne, Mabel A.
 Phillips, Ethel.
 Powell, Gladys.
 Roy, Mary.
 Shepherd, Gertrude.
 Stuart, George A.
 Stuart, William P. A.

Sturgess, E. Elizabeth.
 Sugar, Rhoda E.
 Tillstone, W. Rogers.
 Walford, Edith.
 Watt, Isobel.
 Williams, Eva M.

(k) *France—Paris.*

McFadden, George.
 Barnaud, Albert J.
 Burke, Harry C.
 Dangaix, W. J.
 Delano, William.
 Stetson, Clarence C.
 Turner, James Henry.
 Bailey, Mrs. N. E. D.
 Barrier, M.
 Belson, M. A.
 Brancier, M.
 Brantingham, F. E.
 Derby, J.
 Gonnet, A.
 Hourdlou, Miss Y.
 Kunzeman, John J.
 Lamblot, F.
 Lemay, Albert E.
 Lennon, William P.
 Logue, Karl H.
 Mackay, J.
 Michael, Isabelle.
 Martin, Mme. E.

(l) *Greece—Athens.*

Weddell, Alexander W.
 Fontrier, Pierre.
 Longinideu, Eleutheria A.
 Hatzopoulou, Penelope S.

(m) *Guatemala—Guatemala City.*

Deverall, William A.

(n) *Italy—Rome.*

Stewart, W. A. W.
 Cane, Joseph.
 Leland, Louis P.
 O'Leary, John F.

(o) *Japan—(1) Tokyo.*

Rabbitt, James A.
 Martin, Samuel L.
 Wear, Floyd G.

(2) *Kobe.*

Reardon, Edward E.
 Wait, W. W.

(3) *Yokohama.*

Weimer, J. G.

(p) *Java—Batavia.*

Rairden, Percy W.

(q) Mexico—Mexico City.

Clay, Cassius M.

(r) Norway—Christiania.

Dye, Alexander V.
 Beckerlegge, Bernard.
 Bernhoft, H. F.
 Coffin, Howard.
 Craig, Elizabeth L.
 Ewing, Alex.
 Ewing, John Boyd.
 Fjeld, Alvin L.
 Holmboe, Nora.

(s) Peru—Lima.

Coombs, William H.

(t) Porto Rico—San Juan.

Moore, Hayden L.
 Rubio, Alejandro.

(u) Portugal—Lisbon.

Carroll, Thomas J.
 Janer, R. I.
 Dupin, Pedro.
 Jacquet, Pierre.
 Mello, Antonio F.
 Moreira, J. J.

(v) Russia—(1) Archangel.

Cole, Felix.

(2) Vladivostok.

Heid, August.
 Warland, W. S.

(w) Spain—(1) Madrid.

Chadbourne, W. A.
 Ervin, Spencer.
 Hardy, D. Heywood.
 Noyes, Henry R.
 Rickard, Joachim D.
 Smith, Alfred G.
 Elcaide, Miss.
 Alvarez, Cruz R.
 Bennett, Hilario F.

Bland, Miss.
 Boyle, Mrs.
 Cardona, R.
 Eyster, Leonard I.
 Grimes, Joseph W.
 Homan, Miss.
 Langridge, Mrs.
 Maldonado, Joseph E.
 Martinez, Manuel.
 Navarro, Rafael Lopez.
 Ochoa, Joaquin.
 Ribero, Carlos.
 Way, Buel K.
 Wood, Oliver G.

(2) Barcelona.

Harrell, David.
 Smith, Preston M.
 Alonzo, Jose G.
 de Emilio, Ignacio.
 Fulgenzi, Benjamin.

(x) Sweden—Stockholm.

Owen, William H.
 Aberg, William J. P.
 Anderson, Robert.
 Coolidge, A. C.
 Demes, Francis B.
 Jones, Robert M.
 Schlaifer, Maurice E.
 Swanson, Roy S.

(y) Switzerland—(1) Berne.

Dresel, Ellis L.
 Heck, Lewis.
 Kreissl, Hans Georg.
 Picard, Andre L.
 Clark, Edgar H.
 Lister, Lucy.
 Medofsky, Morris.
 Wilton, Doris.

(2) Basel.

Zieseniss, C. F. Otto.

(z) The Netherlands—The Hague.

Edwards, Paul L.
 Bruske, A.
 Clark, Hinman Holden.

Appointees separated before the armistice or appointed after the armistice.

Acting Director: Kirby, Gustavus.

Ames, Edward Winslow (Nicaragua,
 Honduras and Guatemala).
 Bard, Claude M.
 Blount, Emma C.
 Davis, Betty.
 Deck, Elmer W.
 Edmonston, Alice G.
 Fischer, Walter.

Heald, Mary S.
 Hotchkiss, Stuart (London).
 Humphreys, Florence.
 Heingartner, Ruth (Berne, Switzer-
 land).
 Lennon, William P. (Berne, Switzer-
 land).
 Leith, Charles Kenneth.

Lowell, Josephine W.
McLaury, Donald B.
Manderfeld, Bina.
Nolan, Leo J.
Owen, W. H. (Copenhagen).
Parr, C. M.

Rowley, Marie C.
Stowell, Ellery C.
Twyman, Robert Joseph (Cuba).
Wilson, Richard T.
Wolman, Leo.
Zantzing, C. C. (Stockholm, Sweden).

BUREAU OF EXPORTS.

PERSONNEL ON NOVEMBER 11, 1918.

Director: C. A. Richards.

DIRECTOR.

Richards, C. A.
Elliott, C. S., secretary.
Bigwood, Ella P., stenographer.
Claycomb, Sadie V., stenographer.
Horne, John, assistant.
Lane, John T., messenger.

ASSISTANT TO DIRECTOR.

Bartlett, C. G.
Acuff, Fieldon, clerk.
Binswanger, Samuel, assistant.
Frothingham, W. H., assistant.
Metzer, Christie, typist.
Rigby, George R., assistant.
Slaybaugh, Eva, typist.
Steinberg, Pearl, clerk.

ASSISTANT DIRECTOR.

McCutcheon, V. H.
Costin, Cecil, typist.
Grandy, Jessie, stenographer.
Herrity, Jane, stenographer.
Jolls, Evelyn, clerk.
Nowlin, W. R., night stenographer.
Shea, Virginia, stenographer.

DIVISION OF REGISTRY AND ISSUE.

Root, F. T.
Brady, Lucille, stenographer.
Cole, Emma J., clerk.
Coleman, Nellie, clerk.
Finley, Lois E., clerk.
Ingram, Eleanor, stenographer.
Workman, Delia, clerk.

RAC LICENSES.

Burrows, A. A.
Ramsdell, Morton, assistant.
Bird, Rebecca, stenographer.
Brown, Adna D., assistant.
Clift, Linda, typist.
Dobbin, Walter R., assistant.
Kern, Laura J., stenographer.
Russell, Mary C., typist.
Swaine, Christine, typist.
Young, Ethel I., stenographer.

PRESS NOTICES AND GENERAL INSTRUCTIONS.

Tracy, J. E.
Rutherford, Mary E., secretary.
Grandy, C. B., assistant.
O'Connor, Robert, stenographer.
Kennerly, Clarence, correspondence.
Hammer, Sara H., typist.
Kealty, Ella, typist.
McClure, May, stenographer.
Meehan, Lillian H., typist.
Seckendorf, Helen R., stenographer.

STATE DEPARTMENT AND COMMUNICATIONS.

Fairbanks, W. L.
Kerwin, Walter J., assistant.
Allen, Edith F., stenographer.
Forbes, Irene, messenger.
Henry, Pearl B., stenographer.
Stitt, Marion J., stenographer.
Vail, Vera L., typist.

MEMBER VIOLATIONS COMMITTEE.

Hardenbergh, W. P.

CODIFICATION AND RECORDS.

Van Dyke, E. W.
Boone, Vera E., stenographer.
Fisher, Florence, indexer.
Holmes, Lieze, file clerk.
O'Brien, Janet, clerk.

LIAISON OFFICER WAR INDUSTRIES BOARD.

Horne, F. R.
Beahm, Sara, stenographer.

ALLOTMENTS.

Auld, E. W.

COMPLAINTS.

Dickson, F. S.
Benton, Hazel, stenographer.
Bondurant, Ruth, typist.
Bruce, B. M., assistant.
Coleman, Helen, stenographer.

Cook, Keely, assistant.
 Ham, Mary, stenographer.
 Kirschner, S., assistant.
 O'Neill, Ronald, assistant.
 Quinn, Cannie, stenographer.

OFFICE MANAGER.

Meares, L. H.
 Bird, Margaret, stenographer.
 Braisted, Eleanor, typist.
 Cooperman, Elizabeth, typist.
 Meiklejohn, Helen, typist.
 Wiener, Beatrice, stenographer.

TRADE ADVISERS.

(a) Moving-picture film and caustic soda.

Albertson, E. J.
 Foley, Florence E., stenographer.
 Gluckstein, Fannie, clerk.
 Groover, Minnie T., clerk.
 Kettelson, Mildred, stenographer.
 Long, Roy C., clerk.
 McGovern, Mary A., typist.
 McNalley, Clare, clerk.
 Reinhart, Charlotte, clerk.
 Solomon, James G., assistant.

(b) Chemicals.

Mitchell, A. S.
 Noble, R. P., chemist.
 Bondy, E. E., assistant.
 Franklin, B. R., chemist.
 Griffith, C. W., assistant.
 Hatton, Willie, clerk.
 Krieg, Frieda, stenographer.
 MacGregor, Martha, typist.
 Miller, Laura, stenographer.
 Price, Bess, typist.
 Roat, Alice M., typist.
 Sampson, Lela M., stenographer.
 Yeatman, Daniel A., assistant.

(c) Cotton.

Pickard, E. T.
 Stoeckel, Arthur, expert.
 Heinrich, Fred W., assistant.
 Beans, Alma, typist.
 Brigham, Clara, typist.
 Erixon, Margaret, stenographer.
 Huggins, Lulu P., clerk.

(d) Coal and oil.

Crane, W. E.
 Johnson, Elsie O., stenographer.

(e) Electrical machinery.

Curtis, H. L.

(f) Food.

Chatfield, F. L.
 Lawrence, A. W., assistant.
 Anderson, Bessie, typist.
 Burdick, Genevieve, typist.
 Clifford, Corrine, messenger.
 Dennison, A. G., assistant.
 Dix, T. C. R., assistant.
 Dunlop, Dorothea, stenographer.
 Flick, Joyce, typist.
 Frame, Clara L., stenographer.
 Galbraith, Edith, clerk.
 Hebel, P. K., assistant.
 House, Iona M., typist.
 Jones, Agatha G., stenographer.
 Lindsay, Fanny, clerk.
 Owen, Carmen M., clerk.
 Rich, C. F., assistant.
 Wilkinson, Ethel, stenographer.

(g) Gold, platinum, etc.

de Raismes, R. E.
 Dumont, R. H., stenographer.
 Greulich, Edith, stenographer.
 Livingston, Charles, assistant.

(h) Arms, ammunition, and hardware.

Bates, W. H.
 Delano, Alice D., stenographer.
 Ingraham, Amy B., stenographer.
 Smith, Franklin H., assistant.
 Weitzell, Mary E., typist.

(i) Leather.

Aborn, F. L.
 Colford, Ethel M., stenographer.
 Du Bose, Isabel S., clerk.
 Gaynor, Janet R., typist.
 Ireland, Carrie, clerk.
 Levinson, Ida, clerk.
 Milliren, Mary E., clerk.
 Murphy, Abigail T., clerk.
 Newcombs, Marion, clerk.
 Powell, Agnes, clerk.
 Rothschild, Lena, typist.
 Shaw, Ellen C., clerk.

(j) Machines, tools, etc.

Vandyck, J. R.
 Blackwell, Opie, clerk.
 Hunt, S. Foster, assistant.
 Pierce, Amanda S., clerk.
 Powell, Jessica H., clerk.
 See, Alva B., assistant.
 Whitcomb, Preston, assistant.
 Williams, Maude, stenographer.
 Wittner, Edith J., stenographer.

(k) Metals and mining machinery.

Thomson, S. C.
 Burgoyne, Nellie, typist.
 MacChesney, Alice, typist.

(l) Rubber, mica, and asbestos.

Warner, Charles.

Quirk, Florence, stenographer.

(m) Steel.

Parker, J. A.

Van Cleve, N. W., assistant.

Colford, Margaret M., clerk.

Cranmer, Beulah L., stenographer.

Flanagan, Lola W., typist.

Gains, Phoebe R., typist.

Gibbs, George, expert.

Gray, Lorcy, stenographer.

Harper, M. M., expert.

Jones, Percival W., assistant.

Kessler, Clara, typist.

Leavitt, Lilla C., stenographer.

Oas, Borghild K., typist.

Rawlings, Charles H., assistant.

Simmernan, Marguerite, typist.

Solomon, Madeline, typist.

Steiner, Mary R., typist.

Thayer, Josephine, typist.

Whalen, Virginia, typist.

Wilson, Eleanor G., stenographer.

Winslow, Ethlyn C., typist.

(n) Tin.

Zaring, C. W.

McCray, Howard B., assistant.

Messersmith, Eva, stenographer.

Perkins, Frances, typist.

Tilly, Ella P., stenographer.

Webb, Hatty H., clerk.

(o) Wood and paper.

Woodhull, J. C.

Hilleary, Eleanor, messenger.

Levinson, Ida, stenographer.

Meador, Nora, typist.

Schnieder, Verna, typist.

(p) Wool.

Cooper, Michael J.

Cameron, Lula B., clerk.

Lyons, Anna D., typist.

Nolan, Frank J., assistant.

Roberts, Iona E., typist.

(q) Hemp, jute, and linen.

Pratt, A. K.

Dietrich, Laura R., clerk.

Joyce, Blanche M., stenographer.

Mills, Ida L., stenographer.

Schellinger, Beulah, typist.

Thorndick, Grace, stenographer.

Wilson, Louise T., stenographer.

Young, Grace M., stenographer.

TRADE DISTRIBUTORS.

(a) Canada and Africa.

Denny, C. B.

Allen, Grace, clerk.

Colman, Nellie, typist.

Howell, Elbert B., clerk.

Kramer, Russell H., assistant.

Prout, Mary F., typist.

Walton, Ada M., clerk.

(b) East coast of South America.

Dunkerson, C.

Johnson, Mary E., assistant.

King, Rachel.

Mills, Katie R., stenographer.

Smith, Sarah, stenographer.

(c) Cuba.

Wardall, R. H.

Blackistone, Minnie, typist.

Daniel, William, assistant.

Goodman, Alicia, clerk.

Perkins, Kathleen, clerk.

Rieber, Rena, clerk.

Slaughter, Hattie, typist.

(d) Great Britain, France, Italy, and Belgium.

Gutman, M. C.

Pierson, Vance, assistant.

Coddington, Laura, typist.

Dorgan, Stella M., stenographer.

Dunton, Margarie, stenographer.

Flammer, Helen S., clerk.

Gordon, Flora A., stenographer.

Hall, Edyth E., typist.

Henaughan, Mary E., clerk.

Hennion, Martina A., typist.

Jones, Katherine, stenographer.

Levin, Patricia, stenographer.

MacBrinn, Minnie F., typist.

Smith, Anna M., typist.

(e) Greece, Denmark, Iceland, and Faroe Islands.

Pfahler, A. E.

(f) Holland.

Clayton, C. C.

Grodzicka, Sophia, stenographer.

(g) China and Japan.

Kellogg, A. G.

Leavitt, Lilla C., stenographer.

Lloyd, John F., assistant.

Norwood, Ruth, stenographer.

Peterson, Charles, assistant.

Sullivan, Ellen, stenographer.

(h) Mexico.

Butler, S. L.

Henry, Ethel J., typist.

(i) Norway.

Knox, H. W.
Cribben, Catherine, typist.
Vereen, Essie, typist.

(j) Spain.

Carrott, O. B.
Becker, E. M., typist.
Roberts, Mildred, stenographer.

(k) Sweden.

DeWetter, H.
Fraser, Catherine, stenographer.
Gains, Phoebe R., typist.
Peters, Ida M., stenographer.

(l) Switzerland.

Corbin, Austin, assistant.
Allyn, Bernice, typist.
Challice, Mrs. A. M., clerk.

(m) European Neutral Division.

Hopkins, Granville B., Asst. Director
in Charge.
Bogert, Vanden F., sec.-stenog.
Clark, Mary B., chief clerk.

Cables

Hadley, Walter N., assistant.
Armstrong, Erma S., typist.
Darby, Blanche, typist.
Dorsey, Emma H., typist.
Dulin, Helen A., clerk.

CORRESPONDENCE AND FILES.

Giron, A. J.
Keefe, Loretto C., stenographer.
Kiefer, Mabel E., clerk.
Smith, Genevieve, stenographer.

(a) Incoming mail.

Bowen, Bradford.
Fox, Charles, assistant.
Benson, George R., messenger.
Butler, Estelle D., stenographer.
Coventry, Grace, typist.
Crothers, Elizabeth, assistant.
Kelley, Mattie B., clerk.
Wagner, Charlotte, clerk.
Westcott, Pollie W., clerk.
Lewis, Ethel S., clerk.
Nix, Gertrude M., messenger.

(b) Files.

Erwin, Pellie H.
Alexander, Marie, clerk.
Bean, Ruth A., clerk.
Coonce, Rose, clerk.
Govern, Beulah S., clerk.
Hill, Mary E., clerk.
Ingerson, Dorothy, clerk.
Ross, Sara W., clerk.
Williams, Myrtle, typist.

(c) Stenographic Section.

Hackett, Gertrude M.
Alderman, Florence, stenographer.
Boone, Lottie L., typist.
DeNavarro, Carlos, stenographer.
Silverberg, Belle, typist.

REGISTRY AND ISSUING DIVISION.

(a) Distributing Section.

Dean, T.
Ackerman, Herbert, clerk.
Brugh, Violet, clerk.
Bruner, Edith F., clerk.
Burgess, Mildred, clerk.
Burtley, Harry L., assistant.
Cambier, Josephine, clerk.
Campbell, Etta B., clerk.
Carter, Ralph, messenger.
Cobb, Elizabeth, typist.
Collins, T. H., messenger.
Coughlin, Cecillia, typist.
Davis, Ella, clerk.
DeArmond, Ray, stenographer.
Donaldson, Pearl, clerk.
Ford, Esther B., typist.
Gallagher, J. J. F., typist.
Garth, Ella W., clerk.
Gifford, Henry E., messenger.
Green, E. W., assistant.
Hall, Irene, stenographer.
Healy, Norine, typist.
Hill, T. H., typist.
Kloepfer, Gertrude, clerk.
Layson, Mrs. A., clerk.
Marshall, Leila, clerk.
McClinton, Annie, clerk.
Moyer, Ray H., typist.
Pierce, Jeanette, typist.
Roden, Andrew, clerk.
Wells, Orva J., clerk.
Wilkin, Gladys M., clerk.
Woodward, Lucie F., clerk.

(b) Commodity ruling cards.

McHale, J. T.
Adams, Ruth, clerk.
Banton, Bertha, clerk.
Barbee, Ethel, clerk.
Bowie, Catherine, clerk.
Case, Hazel, clerk.
Cooperman, Anna, typist.
Edmonston, Blanche, clerk.
Edwards, Bess, clerk.
Grant, Ruby, typist.
Hiekey, Mary, typist.
Johnson, Floyd, messenger.
Long, Bessie M., clerk.
Major, Eliza, clerk.
Martin, Ashby T., clerk.
Miller, Blendena, clerk.
Miller, Claudia, clerk.
Moulton, Mary F., clerk.
Pleasants, Mary E., clerk.
Scott, Annie M., clerk.

Taylor, Iona W., clerk.
 Vandervort, Clara, clerk.
 Wiegel, Rose M., clerk.
 Zieman, Rose, typist.

(c) *Carding room.*

Patterson, Mary.

Anderson, Agnes, typist.
 Burks, Laura I., typist.
 Dashiell, Margaret, clerk.
 Eckloff, Rose, typist.
 Erdman, Gladys, messenger.
 Excher, Julia, clerk.
 Fanghender, Fern, typist.
 Forry, Margaret, clerk.
 Hawkins, Stella J., typist.
 Karpeles, Vena, typist.
 Kienast, Emily, typist.
 King, Mabelle S., typist.
 Mattingly, Tessie, clerk.
 McWilliams, Marie, typist.
 O'Connor, Helen, typist.
 Pfaff, Gertrude, typist.
 Reaney, Carol, typist.
 Rector, Florence A., clerk.
 Robey, Besse M., typist.
 Roth, Alma E., clerk.
 Rover, Katharine T., typist.
 Van Cott, Florence, stenographer.
 Venable, Clarissa, messenger.
 Waring, Anna, clerk.
 Wright, Mary M., stenographer.
 Zahmiser, Marie M., clerk.

(d) *Examining applications.*

McCarty, J. J.

Baer, Hilda E., clerk.
 Christenbery, B., clerk.
 Friend, Ada B., typist.
 Gallup, Gladys, clerk.
 Hann, Anna M., clerk.
 Harwood, Rica T., jr., examiner.
 Keefe, Rose H., typist.
 Larrick, Elizabeth, clerk.
 Peabody, Don., jr., assistant.
 Shanahan, Thomas, clerk.
 Sullivan, Edna C., clerk.

(e) *Refusals.*

Davis, Katherine P.

Barnette, Marguerite, typist.
 Chamberlin, Orrell, typist.
 Davidge, Margorie, typist.

King, Edna M., clerk.

Lamasure, Mignon, typist.
 Simpson, Ethel, typist.

(f) *Filing Section.*

Covner, Miss Anna.

Behre, Susie W., clerk.
 Beale, Edith, clerk.
 Bornholt, Lydia, clerk.
 Bowen, Mellie, typist.
 Brower, Mabel, clerk.
 Brown, Coreen, clerk.
 Brown, Elsie, clerk.

Carey, Margaret V., clerk.
 Carey, Martha, clerk.
 Choate, Ruth D., clerk.
 Clark, Catherine E., clerk.
 Cole, Louise D., typist.
 Coppedge, Callie, clerk.
 Cunningham, Theodora, clerk.
 Daniel, Helen L., clerk.
 Davies, Louise, clerk.
 Davis, Mignon, typist.
 Donaldson, Helen, clerk.
 Duffy, Irene, typist.
 Dunn, Agnes, stenographer.
 Fidler, Ocal, clerk.
 Gates, Maude, clerk.
 Gulley, Rose, clerk.
 Guy, Emily L., clerk.
 Harmon, Harriett, clerk.
 Harrison, Rivers, clerk.
 Hazen, Haroldine, clerk.
 Hodgkins, Ida M., clerk.
 Holt, Emma J., clerk.
 Hughes, Bertha C., typist.
 Hurst, Grace, clerk.
 Hutchings, Ruth C., clerk.
 Hutchinson, Marguerite, clerk.
 Isaacson, Ruby F., clerk.
 Jenkins, Mayme P., clerk.
 Johnson, Emily W., clerk.
 Joyce, Laura E., typist.
 Kely, Amy C., clerk.
 Kimm, Lillian V., clerk.
 Klein, Julia, typist.
 Matach, Emma M., clerk.
 Metivier, Renee, clerk.
 Monaghan, Mary R., clerk.
 Morris, Nettie J., clerk.
 Patchell, Julia A., clerk.
 Patterson, Sarah J., clerk.
 Prescott, Frances, clerk.
 Ramsay, Frances, clerk.
 Richmond, Marguerite, clerk.
 Ringler, Alma A., clerk.
 Rollins, Belle, typist.
 Sinkinson, H. V., typist.
 Smith, Mary Lee, clerk.
 Suit, Mary B., clerk.
 Unrue, Addie, clerk.
 Warren, Enid, clerk.
 Wescott, Lola, clerk.
 Weybright, Margaret, typist.
 Whitmore, Vera D., clerk.
 Williams, Elizabeth, clerk.
 Williams, Elsie M., clerk.
 Williams, Lue E., clerk.
 Willis, Chloe M., clerk.
 Wooster, Florence, clerk.
 Young, Augusta, clerk.

(g) *Inquiry Section.*

Shores, Lydia.

Bates, Marion C., messenger.
 Brown, Ruth, clerk.
 Brown, Maude, clerk.
 Dahlberg, Nan A., clerk.
 Flanagan, Margaret, stenographer.
 Gall, Beatrice, clerk.

Gray, Margaret, clerk.
 Malm, Hildur, typist.
 May, Lettie, clerk.
 McLaughlin, Leola C., clerk.
 Perry, Irma, clerk.
 Powell, Louise, typist.
 Selak, Janet, stenographer.
 Tait, Adele, clerk.
 Van Airdale, Inez, clerk.
 Walter, Katharine, clerk.
 Winsor, Mildred, typist.
 Woodell, Mary K., stenographer.
 Young, Lawrence, typist.

(h) *Licensing Section.*

Borgstadt, H.

Atkins, Mary L., clerk.
 Beason, Louise E., typist.
 Blackley, Belle, typist.
 Bradley, Katherine, clerk.
 Briody, Cecelia M., typist.
 Burgess, Edna, clerk.
 Burrows, Elsie, typist.
 Bryant, Lola E., clerk.
 Canning, Fleda R., clerk.
 Chiswell, Lulu M., typist.
 Claveloux, Marie K., typist.
 Collier, Florence, typist.
 Cooke, Florence, typist.
 Crowley, May J., typist.
 Duty, Margie, clerk.
 English, Lucy, clerk.
 Finney, L. G., clerk.
 Hall, Margaret, clerk.
 Hinkle, Anna A., clerk.
 Jones, Edna M., typist.
 Keenan, Clara, typist.
 Keener, Goldie, clerk.
 Kingsbury, Dorothy, typist.
 Madsen, Florence, typist.
 McCune, Adelaide, clerk.
 McKnight, Ada, clerk.
 Mealy, Marie B., typist.
 Merritt, Gertrude, clerk.
 Milford, M. F. B., typist.
 Murtaugh, Mary A., typist.
 Ockershausen, Grace, typist.
 Parsley, Ruth P., typist.
 Piper, Edith N., clerk.
 Powell, Elsie, typist.
 Powers, Hazel, typist.
 Roche, Katharine, typist.
 Rubin, Lillian, typist.
 Ruppenthal, Viola, typist.
 Rust, Madge H., typist.
 Schulte, Janet B., clerk.
 Stevens, Edith M., clerk.
 Taft, Mary E., typist.

Tobin, Helen S., typist.
 Velie, Helen R., typist.
 Walters, Lela H., clerk.
 Weeks, Grace L., stenographer.
 White, Emma E., typist.
 Wilmer, Nannie T., typist.
 Wooster, Helen A., typist.
 Wulff, Anna L., typist.

(i) *Signing and mailing.*

Bradley, C. F.

Butterfield, Louise, clerk.
 Carlisle, Minnie F., clerk.
 Earnshaw, Catharine, clerk.
 Gaddis, Sarah E., clerk.
 Mahoney, Orien, typist.
 Ruark, Olive, clerk.
 Semneff, Lucille, clerk.
 Smith, Byrmina, clerk.
 Spedden, Nellie A., clerk.
 Stearn, Ella H., clerk.

(j) *Consignee files.*

Cinechesi, Vinetta.

Carter, Mildred B., clerk.
 Earll, Louise, clerk.
 Evans, Sara L., clerk.
 Kiefer, Mabel E., clerk.
 O'Donnell, Mary M., clerk.
 Warder, Etta A., clerk.
 Weaver, Margaret W., clerk.
 Weybright, Isabelle, clerk.

(k) *Consignor files.*

Williams, Lora.

Baughman, Rose E., clerk.
 Conover, Grace, clerk.
 Demorest, Sara M., clerk.
 Kenny, Mary B., clerk.
 Lecklider, Margaret, clerk.
 Ware, Cornelia, clerk.
 Worthington, Pearl, clerk.

EXECUTIVE COMMITTEE.

Anderson, P. C.

Morse, E. K.

Macy, W. K.

Bogert, Florence E., typist.
 Clark, George R., stenographer.
 Goodwin, Etta R., assistant.

Messengers.

Campbell, Daisy R.
 Franklin, Viola.
 Harris, Arizona E.
 Pinn, Helen E.
 Stewart, Beatrice.

Appointees separated before the armistice or appointed after the armistice.

Directors: Miller, J. Bernard; Van Sinderen, Henry B.

Abell, James R.
 Abramson, Nathan.
 Ackerman, Allison G.
 Ainsworth, Ruth.
 Aldridge, William T.

Allen, Isabelle M.
 Arnold, Samuel G.
 Asnis, Charles E.
 Atkins, Viola M.
 Baggott, Mary J.

Balch, F. A.	Callahan, Charles.
Baldwin, Lucille V.	Callahan, Walter F.
Barnes, Marie B.	Callan, Ruth M.
Barry, Harriet.	Callihan, Vada.
Barry, Kathleen E.	Cameron, Thomas F.
Barry, Marie M.	Carlson, Joseph F.
Bartlett, Charles G.	Carney, Alice L.
Bassett, Carrie E.	Carroll, Marie K.
Battecock, Julia M.	Carruthers, Margery.
Bayer, Hilda E.	Carter, Fannie H.
Bayette, Eugene C.	Carter, Marion C.
Bea', William De Ford.	Carter, Ruth F.
Beman, Elizabeth.	Cassidy, Thomas J.
Bernstein, Evelyn.	Cavanaugh, Ellen L.
Bernstein, Maurice H.	Chamberlin, Hattie Stevens.
Berrigan, Donald B.	Chinn, Thelma R.
Best, Anna A.	Churchill, Fern.
Biggers, Vernon W.	Clarenbach, Henrietta.
Bixler, Lillian M.	Clark, Allen W.
Black, Hilda.	Clark, Bessie.
Blackwell, Catherine C.	Clark, Mary.
Blaisdell, Gertrude G.	Class, T. Sherman.
Blewitt, Merle T.	Clinto, Carrie F.
Bliss, Max L.	Cohan, Betty S.
Blonien, William J.	Colbert, William H.
Bloom, Irene M.	Colcord, Clarence G.
Bloomberg, Harry.	Coleman, Nellie Elizabeth.
Blumenthal, Irene.	Collier, Esther S.
Boake, Grace C.	Colliere, Helen E.
Boalo, Edith.	Collins, George A.
Boaze, Mary J.	Collins, Katherine.
Bogadanoff, Jacob I.	Condict, Philip K.
Bollenbacher, Joseph A.	Conley, Helen.
Bonnett, Phœbe.	Conner, Grace L.
Boswell, Dorothy A.	Conroy, Edward.
Bowe, Louis.	Cooksey, Blanche E.
Bowne, Bradford L.	Corbin, Albert.
Boyd, Arthur W.	Cordary, Bertha.
Boyd, Jessie.	Cottrell, Mae V.
Boyd, Mary.	Craven, Alfred M.
Boyington, Mary A.	Crean, Ida M.
Brainard, Miller.	Crissey, Mabel E.
Brame, Annie R.	Cronin, Herbert T.
Branagan, Elizabeth.	Crosthwaite, Burwell M.
Brasley, Belle G.	Culbertson, Carrie C.
Bridges, Mary E.	Culley, William O. H.
Bridgetts, John, jr.	Cuming, Alice M.
Briggs, George W.	Cusack, James R.
Broedel, John E.	Davidson, Faith B.
Brooke, Gwendolyn.	Davidson, Mabel M.
Brookes, Irene.	Davis, Ezel A.
Brooks, Blanche.	Davis, Harriet.
Brown, Ethel J.	Davis, Norman H.
Brown, Margaret E.	Davis, Pauline S.
Brown, Sallye F.	Delehanty, Loretta.
Brownell, May L.	Del Grosso, Vicent M.
Brush, Margaret A.	Dellinger, Alice S.
Buell, Dorothy W.	De Rosa, Roger I.
Burcham, Aura.	Dickler, Sadie A.
Burke, Mildred B.	Dillon, Abby R.
Burkhalter, Joseph C.	Dillon, Edna L.
Burkhart, May Frances.	Dillon, John A.
Burrows, William F., jr.	Dillon, Margaret.
Burton, Eliza A.	Dodge, William O.
Burwell, J. F.	Doherty, Frank R.
Cahill, Madeline S.	Dolgenas, Tillie.

Donovan, Harold E.
Dormer, Mae R.
Dorr, Goldthwaite H.
Drew, Frederick C.
Dugan, Marion R.
Dunmore, Louetta.
Dunue, James E.
Dykman, Jackson A.
Early, Mary C.
Eberts, Lucille A.
Ebling, Samuel G.
Elgin, Marvin.
Engle, Alice.
Eusko, Elathene A.
Epstien, Joseph.
Erickson, Elmer W.
Evans, Ruth.
Farrell, Isabella.
Feldman, Herman A.
Ferry, Emily M.
Feuerstein, Lulu.
Ficke, Lottie R. M.
Fidler, Pauline.
Finkelstein, Rebecca.
Fitzgerald, James P.
Fleming, Alice.
Fleming, Edith H.
Fleming, Lucille.
Flynn, Marjorie V.
Ford, Jack.
Frankel, Eugene.
Freeman, Edna.
Freeman, Sidney.
Frey, Katherine M.
Friedlander, Harry.
Friedman, Ella.
Fuehrer, Louise.
Fulgum, Emice R.
Fusaro, Julia.
Gaines, Elizabeth D.
Gaines, Florence M.
Gallagher, Bertha.
Galpin, Stephanie K.
Garrett, Rowena.
Garusey, Owen A.
Gee, Edward Stanton.
Gelwag, Morris.
Gerkin, Irene.
Getchell, Charles E.
Glasscock, Gerald A.
Goddard, Frances.
Godfrey, Anita.
Gold, Harry.
Golden, Louise.
Goldman, Joseph L.
Goldstein, Robert C.
Gonzalez, William A.
Goodall, Anna M.
Goodrich, Harold F.
Goss, Margaret V.
Gould, Henry.
Grady, J. Ambrose.
Gray, Charles G.
Greenberg, Ida E.
Grew, Edith M.
Griffiths, May.
Griggs, Nellie H.
Grimes, Katie V.
Grossman, Flora B.
Gulledge, John W.
Gutman, Leo J.
Guyett, Walter D.
Haase, Carrie V.
Haber, Abraham.
Haberman, Thorborg B.
Hagstrom, Francis E.
Hains, Mary.
Hall, Clarence.
Hallam, Dorothy H.
Halle, Stanley J.
Hamilton, Helen.
Hamilton, Minnie D.
Handy, Joseph B., jr.
Hanna, Miriam.
Hauneman, Mary.
Hardy, John J.
Harkaway, Cecelia S.
Harkins, Ruth L.
Harrington, John E.
Harrington, Lausfor M.
Harris, Julius M.
Hartstein, Anna.
Havenner, George C.
Havenner, Herbert Elmer.
Hawks, Alys.
Hawley, John W.
Haycock, George S. R.
Hayman, Gertrude.
Helleir, Janet B.
Hendrix, Byron M.
Henkin, Rose.
Herbert, Louise.
Hering, Mrs. L. Feldt.
Hersey, Ella M.
Herz, Charles.
Hickman, H.
Higgins, Harry A.
Higgins, Harvey A.
Hill, Cornelia H.
Hill, Ethel M.
Hinton, Robert J.
Hipple, Nettie J.
Hogan, George J.
Holland, Hester.
Holland, John A.
Holmes, Louise W.
Holtzberg, Abraham.
Hooper, George F.
Hopwood, Harold E.
Horiwitz, Henrietta.
Horton, Hilma A.
Houghton, Rose A.
Howe, Mildred W.
Huenlich, Ida M.
Huggins, Thelma.
Humphrey, Juinita D.
Hunley, Ruth E.
Hunsaker, Albert.
Hunt, Albert G.
Hurley, Marie L.
Hutton, Leona R.
Hyland, Emily M.
Hyman, William.
Hynes, T. Milton.

Iglehart, Donald H.
Illingworth, Eva A.
Ingram, Mrs. Rodman L.
Ivins, Hope.
Jackson, Blanche.
Jackson, Eva.
Jackson, Mary M.
Jacobs, Edward.
Jennifer, William E.
Jerome, Lucy B.
Jewett, Thomas H.
Johnson, Jason W.
Johnson, Todd W.
Johnson, Willard G.
Johnson, Woolsey McA.
Johnston, Charles E.
Jones, Elmer D.
Jones, Lawrence T.
Jopling, M. W.
Jowett, Percy F.
Judd, G. Welton.
Kahler, Hugh McNair.
Kane, Anna R.
Kane, Mary A. C.
Kaufman, Jeane.
Kearns, John.
Kelley, Gertrude.
Kelsey, Grover D.
Kenney, John Y.
Kenny, John Francis.
Kent, Bernice E.
Ketner, Kyle B.
Keyser, Augusta K.
King, Esther M.
Kingsbury, Eunice B.
Kiss, Loretto T.
Klinger, Mollie A.
Kohn, Abraham R.
Kollett, Peter.
Koster, Christine M.
Kremb, Effie.
Krieg, Elsie.
Kruger, M. E.
Kuba, Julia.
Kuntze, Jessie L.
Lancaster, Laura G.
Lane, Claude N.
Lane, Lawrence J.
Lang, Dorothy M.
Lansdale, Mary L.
Lavinthal, Aaron.
Leets, Marjorie E.
Levi, Harman L.
Levin, Jeanette.
Levine, Anna.
Levy, Agnes H.
Levy, Anna.
Levy, Louis.
Lewis, Blanche E.
Lewis, Clinton.
Lewis, Hillary.
Lewis, Mary O.
Lincoln, Bernice.
Lindley, Stella M.
Livingston, Edith.
Lomas, George C.
Long, George.
Lowell, May I.
Lowell, Richard.
Lowenkron, David E.
Lowenstein, Fannie H.
Lynch, James Walter.
Lynch, Nelly K.
Lyons, Helen M.
McArthur, Marjorie H.
McCloskey, Mary.
McConnell, Chalmers.
McCreery, Almira F. S.
McDonald, Elizabeth.
McEntee, Edythe M.
McFarland, Mrs. L. Forbes.
McFarland, Ruth E.
McGeorge, Thomas.
McKellar, Robert E.
McNeill, Allie.
McPherson, Wm.
MacDonald, Francis J.
MacFarland, Alice.
MacNamara, Eleanor Blake.
Macy, Josiah Noel.
Malloy, Helen.
Margulies, Albert A.
Marshall, Alfred.
Marshall, Florence M.
Martin, Bernard I.
Mason, Adella.
Mayer, Edwin B.
Mayes, Margaret Alice.
Meares, Henry H.
Mellor, Albert L.
Merrill, Jesse S.
Merrill, Ralph W.
Merriman, Hazel.
Mershon, Kathryn.
Miller, Ariel E. L.
Miller, Marjorie.
Miller, Preston D.
Miller, Robert.
Mills, James F.
Milner, Harry R.
Moler, William G.
Molinelli, Albert J.
Monahan, Francis G.
Moncure, Liza B.
Montgomery, Chester.
Mooney, Florence E.
Moran, Mary C.
Morano, Joseph.
Morrill, Amos.
Mueller, Charles J.
Munnich, Harriet E.
Murdock, Irene.
Murphey, Elmer R., jr.
Murphy, Joseph F.
Murray, Thomas.
Myers, May L.
Myers, Olive B.
Myers, Sherwood.
Nance, Willis D.
Nathan, Kitty.
Neulander, Emanuel.
Nevils, Evelyn.
Newitt, Warren E.
Nicholas, Louise C.

Nixon, F. K.	Robertson, Mildred M.
Norcross, Edith G.	Robovsky, Mary.
Northrup, Zora A.	Rose, Geo.
Norton, Louis O.	Rose, Rebecca.
Nuemann, Dorothy D.	Rosenblum, Anna.
O'Brien, George L.	Ross, Romola.
O'Brien, John G.	Roth, Anna C.
O'Brien, Nettie V.	Rubenstein, Irwin Raymond.
Offutt, Emma L.	Rudder, Willie C.
O'Hara, Vincent T.	Rust, Frances A.
O'Leary, John F.	Rust, James Herbert.
O'Malley, James.	Rutter, Dorothy I.
O'Neal, W. T.	Ryan, T. Edmund.
O'Neill, Eliz. C.	Sachs, Leonard.
O'Neill, Harry E.	Sager, Julia L.
Orr, Jeanette P.	Salisbury, Cora E.
Osborn, Lester J.	Samuelson, Max.
Outten, Anna H.	Santoro, William.
Overall, John H.	Sbisa, H. G.
Owen, Earle D.	Scanland, Nathan.
Palmer, James J.	Schaff, Norman.
Pardee, Gertrude.	Schenck, Henry.
Parker, James A.	Scher, Sarah.
Pavey, C. A.	Schiffer, Jack W.
Peck, L. W.	Schleef, Clarence M.
Peck, William E.	Schleiff, Tillie.
Pepper, Mrs. S.	Schneider, Esther.
Perlman, Fredricka R.	Schneider, Rose.
Perlman, Wm. S.	Scholl, Irene.
Perry, Edward C.	Schwartz, Gertrude E.
Pettit, Margaret.	Schwartz, Jeannette.
Phelps, Isabelle B.	Scott, Eva P.
Phillips, Beatrice.	Scott, Matilda A.
Polis, Abraham.	Scott, Thomas.
Potter, Edward C.	Searles, William L.
Powdrell, Fred A.	Seddicum, Paul.
Powell, Hazel A.	Sellers, Hilda E.
Prince, Motyon P.	Sewall, Henry F.
Prothero, Harry.	Shackleford, Millie.
Pugotsh, Tillie.	Shadd, Alice P.
Purcell, Mary.	Shattyn, Henry.
Purinton, Vivian J.	Shea, Marie L.
Quincy, Samuel.	Sheedy, Ann.
Quinn, Elizabeth H.	Sheehan, Murray.
Quinn, Roberta.	Sheridan, Albert.
Radway, Edward M.	Sherwood, Adeline Ann.
Rea, Ben C.	Shinkel, Emanuel.
Rea, Irving H.	Short, Charles W.
Reynolds, Oliver C.	Siegel, Milton M.
Richter, Mildred.	Silbaugh, Mary L.
Read, Florence G.	Silverman, David.
Reeder, Adelaide R.	Simon, John George.
Reilly, David F.	Simpson, Clyde W.
Reilly, Joseph G.	Skinner, Celestia J.
Reilly, Katherine L.	Slyer, Elizabeth C.
Renn, Myra E.	Slutsky, Mary.
Resnick, Lucy.	Small, Gertrude C.
Rhea, John A.	Smelser, Esther.
Ribstein, Louise.	Smith, Elizabeth S.
Richards, Emma L.	Smith, Florence J.
Richards, Wm. N.	Smith, Jane S.
Riley, William S.	Smith, Julius T. A.
Robb, Lyle.	Smith, Lawrence B.
Roberson, Helen.	Smith, Louis G.
Roberts, Thomas B.	Smith, T. R.
Robertson, F. C.	Smith, Teresa M.

Snider, Guy Edward.
 Snow, George Palen.
 Somerville, Geraldine R.
 Spagnola, Joseph S.
 Spaight, Catherine R.
 Sparks, Mabel W.
 Speaks, Alberta.
 Speer, Frank H.
 Spiegel, Charles.
 Spielholz, Tena J.
 Spreckelmyer, Adelaide A.
 Stam, Colin F.
 Stanton, Napoleon H.
 Staples, Clarence L.
 Starkes, Eugene H.
 Steinberg, Beatrice.
 Sterling, Robert D.
 Stevens, Harold B.
 Stevenson, Mae O.
 Stewart, Blanche M.
 Stewart, Wilbur C.
 St. John, Guy B.
 St. John, Melvinn O.
 Stockdale, Mabel F.
 Storms, Charles M.
 Storr, Ethel M.
 Strachan, Hamlet G., jr.
 Strain, Joseph R., jr.
 Stratton, Margaret T.
 Strittmatter J. C.
 Stromberg, Arthur Theodore.
 Strong, Richard A.
 Sugarman, Rose.
 Suit, Mrs. Mark B.
 Sussman, Jacob.
 Swann, Belle.
 Swann, Bettie.
 Swindler, Sara G.
 Swirsky, Lillian.
 Taber, Margaret S.
 Tausill, Xavier B.
 Taylor, Bertha L.
 Taylor, Charles R.
 Terman, Bryan E.
 Thaler, Francis E.
 Thompson, Clarence F.
 Thompson, Howard.
 Thomson, Samuel C.
 Tighe, Joseph A.
 Tilotsky, Louis.
 Toker, Thomas.
 Tompkins, Verbena A.
 Tongue, Hallie Johnson.
 Towne, Frederick W.
 Tracy, Frank W.
 Traylor, Tina W.
 Tucker, Mae.
 Tudge, Helen.
 Turner, James Huntington.
 Turner, Mary Elizabeth.
 Unger, Gertrude.

Urbany, John F.
 Ureles, Edna.
 Vaccaro, Anna M.
 Van Deusen, Elizabeth H.
 Van Devanter, Annella.
 Van Devanter, Hortense.
 Van Houten, Albert E.
 Vesely, Joseph E.
 Vorda, Lillian J.
 Wagner, Edgar F.
 Wagy, James R.
 Wait, Walter W.
 Walden, Sarah.
 Walker, Ada W.
 Wallace, Mattie G.
 Walsh, Loretta F.
 Ward, Anna.
 Ward, Florence M.
 Ward, Grace Lillian.
 Ward, Leland D.
 Ward, Lucy.
 Watson, L. M.
 Watson, William.
 Watson, Winifred M.
 Wear, Floyd G.
 Weatherly, Joseph G.
 Webb, Frances.
 Weidley, Mary A.
 Weil, Clarence.
 Weimar, Joseph G.
 Wein, Mary.
 Weinberg, Estelle J.
 Welles, Frederic J.
 West, Amy H.
 Weston, Walter L.
 White, Margaret K.
 White, Mildred M.
 Whitehurst, Olga.
 Whittemore, Theresa.
 Wierum, Howard F.
 Williams, Berenice G.
 Williams, May.
 Williams, Marves E.
 Wilson, Alex.
 Wilson, Chas. J.
 Wilson, Clara N.
 Wilson, Henry O.
 Wilson, William E.
 Winston, Ambrosio P.
 Winter, James.
 Wittman, Max A.
 Wittner, Loren H.
 Wolford, S. Alice.
 Woods, Emma A.
 Woodward, Fred.
 Woodward, Lucia M.
 Wright, Charles E.
 Youngman, Eleanor.
 Zalesak, Emile.
 Zane, Estelle.
 Zaneis, G. K.

THE BUREAU OF IMPORTS.

PERSONNEL ON NOVEMBER 11, 1917.

Director: Fred B. Peterson.

DIRECTOR.

Peterson, Fred B.
 Taylor, Vera G., secretary.
 Burnett, Jane K., clerk.
 Fredrichs, John, messenger.
 Rawlins, Gladys, typist.

ASSISTANT DIRECTOR.

Alley, Rayford W.
 Fish, Mary, stenographer.
 Morris, Sara, typist.

ASSISTANTS TO DIRECTOR.

Orcutt, Reginald W.
 Harrison, Louise, stenographer.
 Voorhees, Tracy S.
 Kefauver, Olive, stenographer.

OFFICE MANAGER.

Bennett, James A.
 Popert, George L., assistant.
 Robinson, L. J., assistant.
 Cameron, Emma D., clerk.

LEGAL ADVISER AND MEMBER VIOLATIONS COMMITTEE.

Wilson, E. B.

DIRECTOR OF HEARINGS.

Slocum, Thomas W., chief.
 Bardenhoff, Charlotte, secretary.

CONFERENCE COMMITTEE MEMBER.

Hamilton, Miller.
 Garrison, Millie, stenographer.

COMMERCIAL ADVISERS.

Bruyn, W. E.
 McKeegan, Emerald, stenographer.
 Jordan, Stanley.

FOREIGN TRADE ADVISER.

LaFevre, Francis E., chief.
 Burkholder, Edna G., stenographer.

TRADE ADVISERS.

(a) Division of Restricted Imports.

Berthelet, W. E., chief.
 True, Marian, assistant.
 Barrett, Mary J., typist.
 Boschen, Louise, stenographer.

Bramhall, Vera, typist.
 Flynn, Sabina, stenographer.
 Hammett, Evelyn, stenographer.
 Hill, Esther, stenographer.
 Mallett, Caroline, typist.
 Thorne, Addie W., typist.
 Whitehead, Eliza, typist.

(b) In-transit shipments.

West, Johnson E., chief.
 Kleblatt, Miriam, typist.
 Moses, Elsa, clerk.
 Van Haren, Ethel, stenographer.

(c) Asbestos, shellac, wheat, rice, coffee, and diamonds.

Nelson, Elmer S., chief.
 Cole, Henry B., clerk.
 Cranmer, Viola M., stenographer.
 Payne, Louise, clerk.
 Surguy, Katherine, typist.

(d) Cocoa beans, balsa wood, Japanese foodstuffs.

Jordan, Stanley, chief.
 Goodfellow, Dorothy, stenographer.
 Hutchins, Mary E., typist.
 Hutchins, E. Winnifred, clerk.

(e) Cotton, wool, flax, straw, fibers and silk.

Pratt, A. K., chief.
 Brice, Mary, assistant.
 Pole, Jessie R., clerk.
 Whalen, Helen, stenographer.
 Witkowski, Flora, typist.

(f) Hides, skins, tanning materials.

McNeely, Charles W., chief.
 Paine, C. C., assistant.
 Goodno, Nellie, stenographer.
 Jessen, Marvel, typist.
 McNutt, Helen, stenographer.
 Nusbaum, Nellie, typist.
 White, Lelia, clerk.

(g) Iron, steel, and ferro-alloys.

Caldwell, W. A., chief.
 Ricks, N. K., assistant.
 Reed, Dorothy, stenographer.

(h) Oils, gums, nuts, tobacco, emery, corundum, graphite.

Van Sieten, G. W., chief.
 Llewellyn, Ida L., stenographer.
 Parker, Beatrice, stenographer.

(i) Rubber and kindred products.

Dickerson, W. H., chief.
 Minnix, Mary G., assistant.
 Custis, Catherine, clerk.
 Monroe, Lois, stenographer.
 Seamans, Marie, clerk.
 Smith, Elizabeth N., dictaphone.
 Stadler, R. B., bookkeeper.
 Wilder, Lelia P., clerk.

(j) Manufactured silks.

Ladd, G. U., chief.
 Van Fossen, Ella V., stenographer.

TRADE ADVISERS AT LARGE.

Rothchild, Meyer D.
 Tracy, Fredrick A.
 Wilson, Charles T.

DIVISION OF INCOMING MAIL.

Kuhn, Margaret, chief.
 Cure, Helen W., clerk.
 Dellinger, Mattie, clerk.
 Maddox, Lolla, clerk.
 Wright, Mary E., clerk.

DIVISION OF INTERPRETATION AND
RULINGS.

Bonner, Mae C., chief.
 Conklin, Jessie, typist.
 Dowe, Myrtle J., clerk.
 Jones, Helen L., clerk.
 MacFadden, Iva, clerk.
 Pilcher, Dorothy, stenographer.

DIVISION OF APPLICATION DISTRIBUTION.

Wiley, Mrs. M. S., chief.
 Stein, Katherine M., assistant.
 Froley, Alma, clerk.
 Klaben, Reuben, messenger.
 Rupard, Thomas, messenger.
 Schoyer, Leona, typist.

DIVISION OF CHECKING.

Chapin, Charles D., chief.
 Miller, Mary J., clerk.

DIVISION OF AUDIT.

Welchel, Jasper E.

DIVISION OF CABLING.

West, Laura A., chief.
 Anderson, Helen, typist.
 Atherton, Julia, typist.
 Bruffey, Lelia J., typist.
 Butler, Martha, typist.

Chadbourne, Eva, typist.
 Churchill, Frances, clerk.
 Cockrill, Flossie, typist.
 Dawson, Susie, typist.
 Dix, Irma, typist.
 Donohue, Frances, typist.
 Donnell, Mary, clerk.
 Dow, Elizabeth, clerk.
 Eldredge, Ruth, typist.
 England, Blanche, typist.
 Friedli, Bertha, typist.
 Friedli, Blanche, typist.
 Gladstone, Mae T., typist.
 Glancy, Jeanne, typist.
 Grassel, Annette, typist.
 Hahn, Alma F., clerk.
 Hodgkins, Alice, typist.
 Johnson, Marion L., typist.
 Laurens, Annis, typist.
 Lovell, Ellen, typist.
 Miller, Mabel M., typist.
 Newton, Josephine, clerk.
 Russell, Elizabeth, typist.
 Sanders, Mary B., typist.
 Saunders, Jewell, typist.
 Scudder, Katherine, typist.
 Snow, Anne, typist.
 Steward, L. L. M., typist.
 Trenary, Florence, clerk.
 Veale, Anna W., clerk.
 Watson, Emilie, clerk.
 Webb, Francis, stenographer.
 Weekly, Alice M., typist.
 Whiton, Ethel, typist.

DIVISION OF ISSUING.

Booth, G. W., chief.
 Sparks, Virgie, assistant.
 Braxton, Nannie J., clerk.
 Burns, Margaret, typist.
 Jones, Winnifred, clerk.
 Randall, Marion, stenographer.
 Sullivan, Mary, messenger.

DIVISION OF TRACING.

Talbot, A. L., chief.
 Atkinson, Mary E., assistant.
 Grant, Frances, clerk, typist.
 Ransom, Frances, clerk.

DIVISION OF APPLICATION FILES.

Natalby, Mrs. A. M., chief.
 Baker, Caroline B., clerk.
 Conner, Margaret, messenger.
 Grebe, Olive, clerk.
 Guth, Mabel, clerk.
 Simons, Margaret, clerk.
 Smith, Lucy B., clerk.
 Stickney, Mildred, clerk.
 Uhrich, Sadia J., clerk.
 Williams, Lucy, clerk.
 Zalsak, William, clerk.

DIVISION OF CORRESPONDENCE FILES.

Pepper, Margaret, chief.
 Cator, Nadine, clerk.
 Cooley, Mollie K., clerk.
 Crofts, Rena, messenger.
 Donnelly, Elizabeth A., clerk.

Frey, Adelaide C., clerk.
 Haas, Esther M., clerk.
 Long, Harriet E., clerk.

DIVISION OF SUPPLIES.

Fiscus, Marie, chief.

Appointees separated before the armistice or appointed after the armistice.

Allen, Theodora.
 Armatage, Wellesley D.
 Baumgarten, A. J.
 Becker, Bertha E.
 Benedict, Frances.
 Bennett, Della R.
 Bennett, Nelson B.
 Bonner, Helen Louise.
 Brill, Francis E.
 Brooks, C. J.
 Burns, Margaret.
 Caldwell, Allen B.
 Carpenter, Ruth M.
 Clark, George E.
 Cookman, Earl C.
 Currey, Pearl.
 Davis, Mary P.
 Dickinson, Irene A.
 Donnelly, Olive Jones.
 Douglas, James R.
 Dudley, Frances.
 Duncan, Lola W.
 Dusenbury, Lillian.
 Ellis, Dorothy H.
 Elmendorf, Louise F.
 Feeley, Matthew M.
 Forgan, James B., jr.
 Frankel, Abraham.
 Freifeld, Augusta.
 Galloway, Etta L.
 Gammon, James L.
 Garnier, Elmer P.
 Goldstein, Harry.
 Gruening, Ernest H.
 Guidday, Margaret M.
 Haber, Louise F.
 Hagemeyer, Frank E.
 Haig, Fred J.
 Hays, Miss Robbie B.
 Hoadley, Maude
 Horn, Isabelle M.
 Hotchkiss, George B.
 Hurley, Charles T.
 Hutchinson, Lincoln.
 Johnson, Peter J.
 Jordan, W. L.
 Judd, Willis W.
 Kennedy, Julia A.
 Kenyon, George Ross.

Kettering, Sylvia.
 Klein, Lester C.
 Lamou, Anna.
 Lewis, Jane A.
 Litsinger, Nona.
 Little, Margaret E.
 Lockwood, Alice P.
 Macniel, R. L.
 McCoy, Helen M.
 McKeegan, Emerald L.
 MacNeil, Robert L.
 Malcolm, James L.
 Martin, Charles E.
 Moore, Marian F.
 Morgan, Maude.
 Morris, Edna.
 Nathan, Edgar J., jr.
 Nelson, Elmer S.
 Newlon, Juanita L.
 Newman, Clara A.
 Nolan, Dorothy M.
 Padgett, Mildred.
 Pons, Ernest E.
 Pope, Ruth V.
 Pyles, Katherine.
 Ratner, Mildred S.
 Reamey, Lucile.
 Reardon, Edward E.
 Reed, Dorothy.
 Reichard, Ione A.
 Reynolds, Fannis.
 Rickard, Joachim D.
 Ricks, Newell K.
 Robards, Phyllis West.
 Smillie, Fred.
 Smith, Virginia Pattillo.
 Sprecher, Lola B.
 Stern, Harold M.
 Stine, H. Stanley.
 Sullivan, Le Roy E.
 Thompson, Harriet.
 Tomer, Mary A.
 Voorhees, Peter Van Dyke.
 Weiss, Esther.
 White, Gertrude.
 Wise, Monona.
 Witkowsky, Alan D.
 Zock, Lucille E.

BUREAU OF TRANSPORTATION.

PERSONNEL ON NOVEMBER 11, 1918.

Director: L. L. Richards.

DIRECTOR.

Richards, L. L.
 Robinson, S. Lucille, assistant.

ASSISTANT DIRECTOR.

Robinson, J. A.
 Colwell, Estelle V., stenographer.
 Deaton, Linda E., stenographer.
 Trevena, Evelyn M., stenographer.

ASSISTANT DIRECTOR.

Phifer, T. McG.
 Bonner, Grace F., stenographer.
 Cahill, Helen M., stenographer.
 Krouse, Irene C., stenographer.

ASSISTANT TO THE DIRECTOR.

Brown, C. Earl.
 Donovan, Madeline D., stenographer.

ADMINISTRATOR.

Rogers, R. S.
 Evans, Minnie E., stenographer.

SHIP STORES AUDITOR.

Van Middlesworth, Lester.
 Bruner, Muriel, clerk.
 Erana, Mariano A., typist.
 Rachford, Leo, typist.
 Ruppert, John P., typist.
 Sisson, John H., clerk.
 Travis, Rose M., clerk.
 Waters, Achsah E., clerk.

CHIEF DIVISION GENERAL CORRESPONDENCE AND SHIP FILES.

Lewis, Moe.
 Cochrane, Williamina F., typist.
 Taylor, Marshall, clerk.
 Truesdell, Mildred S., clerk.
 Zeigler, Charlotte E., typist.

CHIEF DIVISION RECORDS AND BUNKER FORM FILES.

Eberhart, D. C.
 Byron, Eleanor M., clerk.
 Cantwell, Arthur A., clerk.
 Carter, Jennie D., clerk.
 Christenburg, Telia, clerk.
 Collins, Catherine E., typist.
 Cummings, Anna L., typist.

Dewey, Mary, typist.
 Flynn, Jane E., typist.
 Garrett, Laura M., clerk.
 Gormley, Esther M., typist.
 Johnson, Samoma, typist.
 Kobernick, Anna, typist.
 Kramer, George, clerk.
 Mallory, Daisy M., clerk.
 Mueller, Katherine, typist.
 Mullan, Ethel M., typist.
 O'Donnell, Catherine, clerk.
 Shulze, Nita, clerk.
 Swartz, Mollie, typist.
 Stuart, Beulah D., typist.
 Tomlinson, Adelina W., stenographer.

DAILY RECORD OF LICENSES GRANTED BY SPECIAL INSTRUCTIONS AND LICENSES PENDING.

Drury, G. B.
 McNulty, Elizabeth E., typist.

TABULATION, LICENSES, BUNKER, FUEL, ETC.

Nesbitt, W. F.
 Aderholt, Edith M., clerk.
 Compton, Laka F., clerk.
 Donoho, Emmie L., clerk.
 Gunmaer, Clara, typist.
 McNulty, Marie, typist.
 Shulters, Mabel L., clerk.

LICENSE REVIEW.

McDonald, Ward.

SHIP TRANSFERS.

Hutchinson, Lois I.

SUPPLIES.

Neal, B. A.
 Kidwell, Ida M., typist.

INFORMATION.

Steele, Virginia M.

BRANCH OFFICES.

(1) New York.

Bogert, T. L., agent.
 Hall, Thomas W., assistant.
 Kane, James F., assistant.
 McMullen, Ray W., assistant.

(2) *Boston.*

Massey, A. P., agent.
Harrison, Lucinda C., assistant.

(3) *San Francisco.*

Cory, I. H., agent.
Clark, C. T., assistant.

(4) *Los Angeles.*

Peyton, Robert C., agent.

(5) *Seattle.*

Wright, Edgar, agent.
Eglin, Effa, assistant.

Appointees separated before the armistice or appointed after the armistice.

Anderson, Sidney W.
Arnold, Jacob H.
Bartley, Buelah F.
Berghardt, Eugenia.
Billings, Geo. E.
Cahill, Helen M.
Chiles, Rosa P.
Dickie, Edna.
Dortch, John B.
Eberwine, Vernon G.
Eddingfield, Frank T.
Fertich, George R.
Gabbott, William E.
Gore, M. D.
Graham, Ruth.
Gunn, Julia J.
Hussey, Daniel A. J.
Johnson, Emory R.
La Follette, Malcona M.
Lee, Susan M.
Lowrance, J. W.
Lucas, Marie E.
Marboie, Anthony J. B.
Morgan, John K.
McCarthy, Katherine E.
Mermelstein, Regina E.
Millan, Ruth C.

Millham, Charles R.
Moulton, Marguerite R.
Mounfain, Marion L.
Murphy, Charlotte.
Nulty, Amanda M.
Norton, Hammatt.
O'Donnell, Ellen.
Paden, M. Maude.
Preston, E. Donald.
Pratt, Frederick.
Quigley, Mary.
Ralston, Glenn B.
Rigby, Charles.
Ryan, Mary C.
Shaw, Sallie F.
Skentelberg, Charles.
Sloan, Helen A.
Smith, Cleowa.
Smith, Robert D.
Stickney, M. Irene.
Strickland, Juanita C.
Strohecker, Edward L.
Thomas, Lucile.
Tomes, C. A.
Warton, Thomas A.
Watters, Albert L.

BUREAU OF ENEMY TRADE.

PERSONNEL ON NOVEMBER 11, 1918.

Director: John M. Enright.

DIRECTOR.

Enright, John M.
Burrongs, Florence, stenographer.
Paff, Helen, stenographer.

ASSISTANT DIRECTOR.

McManus, Edwin S.

OFFICE MANAGER.

Foreman, Gerhard.

COMMUNICATIONS TO NEUTRAL COUNTRIES.

Gorges, Raymond, chief.
Fellows, Edwin, assistant.
Moynihan, Anna, stenographer.

RELIEF, TRANSMISSION OF FUNDS, COMMUNICATIONS TO ENEMY TERRITORY.

Foote, George, Secretary.
Baker, Leah, stenographer.
Egan, Mayme, stenographer.
Moloney, Florence, stenographer.
Skelly, Margaret, stenographer.

EXPORTS AND IMPORTS AND TANGIBLE ASSETS IN AMERICA.

Noble, H. Dutton, assistant.
Biasius, Adefine, stenographer.
Coffey, Ethel M., stenographer.
Seckendorff, Helen R., stenographer.
Shcars, Mabel E., typist.

FINANCIAL AND MISCELLANEOUS COMMERCIAL TRANSACTIONS.

McManus, Edwin S., assistant.
Ruble, Mildred E., stenographer.

REGISTRY.

Clarvce, Pearl M., typist.
Goode, Anne, typist.

ISSUING.

Screen, Mary, stenographer.
Harris, Virginia, typist.
Majeska, Blanche, typist.

FILES. "

Andrews, Mary G., clerk.
Porter, Elvira M., clerk.
Raymond, Mary B., clerk.

MAIL ROOM.

Banville, Joseph, clerk.
Cotes, Grace V., typist.

Appointees separated before the armistice or appointed after the armistice.

Directors: Bakewell, Paul, jr.; Dorr, Goldthwaite; Ely, Richard; Fairbanks, H. P.; Fuller, Paul, jr.; Hammond, John Henry; Hand, Chauncey H.; Huston, Charles A.

Allert, W. F.
Baker, Newton J.
Barry, Catherine A.
Batson, Margaret E.
Burns, Julia E.
Burke, Francis T.
Burke, Elizabeth W.
Brittow, Hattie L.
Brown, Ammi.
Butler, Florence.
Butler, Marion, jr.
Bruce, Malcolm G.
Bleich, Helen G.
Boyce, Edward A.
Chase, Mildred L.
Cole, Gladys H.
Creahen, Blanche.
Crowley, Thomas J.
Dahl, Esther J.
Davis, Anna D.
Denvir, John B., jr.
Dunbar, Clement Evans.
Dunbar, Noel S.
Durning, Bertha I.
Eck, Emma J.
Etherbridge, Laura B.
Evarts, Mabel A.
Francis, Thomas.
Gaynor, Frank J.
Gorman, Harold H.
Gregory, Charles N.
Guernsey, Lillian.
Hammond, Ethel H.
Hayes, Louis E.
Herring, John A.
Heyman, Sara A.
Hopkins, Amelia.
Hubbard, Arthur L.
Hunt, Ward.
Kalish, Jacob.
Kempner, Clarence.
Langhorn, Florence B.

Loeb, Isaac Anderson.
Louthan, Arthur V.
McBride, Emma G.
McCrosky, James W.
McGonigal, Fred M.
MacDonald, Marian.
Mallory, Robert, jr.
Marks, Gordon M.
Mizell, Joseph Z.
Moakley, Elizabeth.
Montgomery, Laura V.
Norman, Lionel A.
Paul, Cora H.
Pepper, Margaret.
Perry, Hettie S.
Philbrook, Florence.
Pollock, Theresa.
Pool, William H.
Prunty, Zella C.
Pumphrey, Mary R.
Riff, Loretta E.
Sabine, William.
Saltonstall, John L.
Sanford, H. G.
Saphir, Edward.
Seaman, Constance R.
Sharp, William E.
Snow, Annie M.
Snyder, Louis J.
Sophrin, Michael.
Stauffer, Carl T.
Steinem, Clarence B.
Taggart, Rush, jr.
Talmadge, Henry.
Tingue, William J.
Toulotte, B. F.
Tucker, Vesta M.
Wagner, Lawrence R.
Walsh, Edward J.
Webb, C. Virginia T.
Wise, Clara B.
Worrell, Marvin L. R.

EMPLOYEES IN DIVISION OF EXPORT LICENSES, BUREAU OF FOREIGN AND DOMESTIC COMMERCE.

Axe, Emerson Wirt.
Altmeyer, Arthur J.
Altschul, Frank.
Barber, John E.

Bartlett, Everett E.
Beesley, Lucille G.
Boyd, Ralph D.
Bradley, C. F.

Breyman, Eugene A.	Mitchell, Mabel C.
Brown, Shirley H.	Mitchell, John M.
Burke, Malcolm C.	Morris, Richardson.
Burke, R. J.	Mulhern, John J.
Burke, Walter D.	Nash, Ralph H.
Byrnes, Charles E.	Nelson, Margaret H.
Caraher, Mary E.	Noyes, Pierrepont B.
Carville, Lillie E.	O'Brien, Morgan J.
Clemmer, Georgia H.	Parker, William.
Doyle, William.	Perryman, Will.
Drescher, George F.	Riddings, Minnie.
England, Elsie N.	Robinson, Lillian E.
Epstein, Abraham.	Rush, Louise M.
Freed, Morris.	Schussler, George W.
Freeman, Gertrude.	Schwartz, Hannah.
Futoronsky, Rose.	Selfridge, Nina R.
Garland, Charles C.	Sexton, Sherman J.
Glazer, Gertrude J.	Simpson, Kemper.
Gould, Alice M.	Smith, Margaret A.
Greene, William W.	Sophrin, Marie C.
Gries, Carrie G.	Thomas, David M.
Heap, Allene C.	Unger, Julia.
Huebner, Grover G.	Vadebonceour, Juliette.
Johnson, Philip A.	Wahlen, Ada.
Junghans, Marie N.	Wheless, Martha A.
Kavanaugh, Katherine J.	Wells, Lola.
Kelley, Florence A.	Whitmore, Olive P.
Kelly, Mary Margaret.	Williams, Curtis C., jr.
Krieg, Hazel R.	Wilson, Howard L.
Lehman, Harold M.	Wilson, John B.
Lehmayer, Sylvan, jr.	Wisher, Helen T.
Lucas, Louis B.	Wolfe, Albert B.
Mann, Minnie I.	Woodbury, Robert M.
McGuire, Franklin M.	Zapf, Lacey C.
McLinden, Pauline.	Zolzer, Lulu.